



Bend Metro Park & Recreation District

July 1, 2025

Board of Directors

Agenda and Reports

www.bendparksandrec.org



play for life



Our Vision

To be a leader in building a community connected to nature, active lifestyles and one another.

Our Mission

To strengthen community vitality and foster healthy, enriched lifestyles through parks, trails and recreation.

Our Community Pledge

To reflect our community, welcome and serve equitably, and operate with transparency and accountability.

We Value

COMMUNITY by interacting in a responsive, considerate and efficient manner to create positive patron experiences and impact in the community.

INCLUSION by reducing physical, social and financial barriers to our programs, facilities and services, and making them more equitable for all.

SAFETY by promoting a safe and healthy environment for all who work and play in our parks, trails, facilities and programs.

STAFF by honoring the diverse contributions of each employee and volunteer, and recognizing them as essential to accomplishing our mission.

SUSTAINABILITY by fostering a balanced approach to fiscal, environmental and social assets to support the health and longevity of the district, the environment and our community.



District Office

799 SW Columbia St., Bend, Oregon 97702 | www.bendparksandrec.org | (541) 389-7275

BUSINESS SESSION

1. Swearing in of newly elected board members – *Sheila Reed (5 min)*
2. Elect Board Chair and Vice-Chair
3. Appoint Board Secretary
4. Appoint Budget Officer
5. Approve board meeting dates and time
6. Second Reading and Approval of Park Rules Ordinance No. 14 – *Joel Lee (10 min)*
7. Approve Resolution No. 2025-12 – SE Bend Regional Park Site Restrictive Covenant– *Michelle Healy (10 min)*
8. Approve Executive Director’s Evaluation – *Kathleen Hinman (10 min)*

EXECUTIVE DIRECTOR'S REPORT

MEETING SUMMARY – 06/17/2025

REPORTS – Project Update, Spring Recreation Report

BOARD MEETINGS CALENDAR

GOOD OF THE ORDER

ADJOURN



Accessible Meeting/Alternate Format Notification

This meeting location is accessible. Sign and other language interpreter services, assistive listening devices, materials in alternate format or other accommodations are available upon advance request. Please contact the Executive Assistant no later than 24 hours in advance of the meeting at sheilar@bendparksandrec.org or 541-706-6151. Providing at least 2 business days' notice prior to the meeting will help ensure availability.

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| BOARD AGENDA COMMUNICATION |
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|-------------------------------|---|
| AGENDA DATE: | July 1, 2025 |
| SUBJECT: | Visit Bend Economic Reports Review |
| STAFF RESOURCES: | Rachel Colton, Park Planner |
| GUEST PRESENTER: | Jeff Knapp, Visit Bend Nate Wyeth, Visit Bend Mark Buckley, ECO Northwest |
| PREVIOUS BOARD ACTION: | None |
| ACTION PROPOSED: | None |
| STRATEGIC PLAN: | |
| Priority: | Community |
| Goal: | Expand and leverage collaborations to increase impact |
| Strategy: | Strategically align with partners that enhance the district's efforts |

BACKGROUND

[Visit Bend](#) is contracted by the City of Bend to provide destination management and marketing services for the city. Based upon the [Visit Bend fiscal year \(FY\) 2025 Business and Marketing Plan](#), “Visit Bend is entrusted with leveraging a portion of room tax funds to make our community a better place for everyone. We’re tasked with crafting engaging and thoughtful campaigns, facilitating grants that nurture Bend’s tourism infrastructure and culture, conducting vital research and managing a welcoming visitor center.” The district has partnered with Visit Bend for many years in various capacities ranging from an annual partnership on communications and marketing to support river recreation, collaboration on marketing efforts to support sustainable tourism, and strong engagement in the [Bend Sustainability Fund \(BSF\) grant program](#). In addition to a district staff member serving as a land manager liaison to the advisory council for BSF, the district has been fortunate to have also received two grants from BSF to support our work. Specifically, the construction of both the Big Sky Bike Park and Miller’s Landing Access and Restoration projects were made possible with grants from BSF. Upper Deschutes Watershed Council also received a BSF grant that helped fund the construction of the Riverbend South Access and Restoration Project, which was designed and constructed in partnership with the district.

Visit Bend’s work is data driven and they recently commissioned two studies to help inform their forward progress. These studies include the *Economic Value of Tourism in Bend Oregon* by ECONorthwest prepared in October 2024, and *Tackling the amenity trap in Bend, Oregon, Strategies for Visit bend to support long-term community vitality* by Headwaters Economics prepared in September 2024 (see attachments A and B). These reports provide insights into tourism in Bend including both its benefits and costs, sustainable tourism strategies and the opportunity to utilize performance metrics to help monitor Bend’s progress towards more

sustainable tourism. Visit Bend and EConorthwest staff will review the reports in more depth at the meeting and be available to answer any questions the board has.

BUDGETARY IMPACT

There are no budget impacts associated with these reports. However, if Visit Bend moves forward with any of the policy recommendations and strategies in either report, the district may have the opportunity to collaborate with them on implementation. This partnership would require staff time and potentially financial investment depending upon the ultimate scope of the actions.

STAFF RECOMMENDATION

None, information provided to the board for discussion only.

MOTION

None, information provided to the board for discussion only.

ATTACHMENTS

- A. *Economic Value of Tourism in Bend Oregon*, EConorthwest, October 2024
- B. *Tackling the amenity trap in Bend, Oregon, Strategies for Visit bend to support long-term community vitality*, Headwaters Economics, September 2024

IMPACT THROUGH INSIGHT



► Prepared for Visit Bend

Economic Value of Tourism in Bend Oregon

ACKNOWLEDGMENT



ECOnorthwest prepared this report with support from the guidance and input of several partners, including members, staff, and leadership of **Visit Bend, the OSU Sustainable Tourism Lab, and Headwaters Economics**. This work was financially supported by **Visit Bend**.

That assistance notwithstanding, EConorthwest is responsible for the content of this report. The staff at EConorthwest prepared this report based on their general knowledge of the economics of recreation, amenities, and regional economies. EConorthwest staff contributing to this study included **Mark Buckley, Kathleen Cahya, Rebecca Chen, Nick Chun, Alicia Milligan, Parmis Taraghi, and Natalie Walker**. EConorthwest also relied on information derived from government agencies, private statistical services, the reports of others, interviews of individuals, or other sources believed to be reliable. EConorthwest has not independently verified the accuracy of all such information and makes no representation regarding its accuracy or completeness. Any statements nonfactual in nature constitute the authors' current opinions, which may change as more information becomes available.

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Executive Summary

Introduction

Bend, Oregon, renowned for its diverse landscapes, rich recreational opportunities, and unique combination of small-town charm and modern amenities, has rapidly emerged as one of Oregon's premier travel destinations. Visit Bend, the city's destination management organization, oversees tourism promotion and investment using Transient Room Tax (TRT) revenue, increasingly focusing on sustainable infrastructure for both visitors and residents. This report aims to provide Visit Bend with a detailed study of the relationship between tourism and Bend's economic and social development, investigating key constraints and potential areas of needed investment to ensure the city continues to offer benefits to both visitors and residents.

Tourism, Economic Value, and Economic Activity

We evaluated trends over time to reveal relationships between tourism activities and public and private investments that benefit residents, such as restaurants, events, and recreational facilities.

Tourism is a major economic driver in Bend. In 2023, travel spending directly supported 3,470 jobs and generated \$117.8 million in earnings. Around three quarters of the jobs and earnings generated directly are in accommodation & food services. Additionally, it spurred economic activity in other sectors such as professional and business services, supporting 1,410 jobs and \$67.9 million in earnings in Deschutes County.¹ Despite tourism's economic significance, public opinion is divided, with nearly half of the residents perceiving the costs of tourism as outweighing its benefits. Visit Bend collaborates with local organizations and stakeholders to balance economic, social, and environmental well-being through initiatives like the Bend Sustainability Fund and the Bend Pledge. These efforts aim to ensure that the benefits of tourism are shared widely while mitigating its negative impacts. This approach supports broader regional planning efforts and aims to maintain Bend's quality of life and appeal for both visitors and residents.

¹ The Economic Impact of Travel, City of Bend (2023), pg. 16. Dean Runyan Associates. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/05/2023-Dean-Runyan.pdf>.

Understanding visitor profiles and the impact on local infrastructure and services is crucial for managing future growth and preserving community well-being.

TOURISM PROFILE OF BEND

Bend's tourism sector has seen robust growth, attracting 1.4 million overnight visitors in 2022, a 2.2 percent increase from the previous year.² The city's appeal extends as a long-term residence, particularly among remote workers, whose numbers grew from 9.4 percent in 2016 to 16.4 percent in 2021.³ This trend underscores the dual nature of Bend's attractiveness as both a tourist destination and a residential community. The majority of visitors come for outdoor recreation, followed by social visits and special events. Bend's tourism profile reveals that visitors are drawn to its natural attractions like the Old Mill District, Mt. Bachelor, and Bend Whitewater Park. This influx of visitors and new residents highlights the importance of managing tourism sustainably to maintain Bend's unique charm and quality of life for its residents. By understanding these visitation patterns and their impact on local infrastructure and services, Visit Bend can better strategize to accommodate future growth while preserving community well-being.

Benefits and Costs of Tourism in Bend

Tourism in Bend generates significant market benefits, including property tax revenue from in-

migration and business development. The presence of tourists and new residents drives demand for local businesses, contributing to economic growth and diversification. However, tourism also presents challenges. Housing affordability is a major issue, exacerbated by the influx of new residents and seasonal visitors. The report highlights the need for a balanced approach to manage the benefits and costs of tourism. Strategies that could be considered include developing affordable housing initiatives and improving public transportation to reduce congestion. Ensuring that the growth in tourism does not outpace the city's capacity to provide essential services is crucial for maintaining the quality of life for Bend's residents. This balance is necessary to sustain Bend's long-term appeal and functionality as both a vibrant community and a tourist destination.

Sustainable Tourism in Bend

Bend faces the challenge of balancing tourism growth with environmental conservation and community well-being. Sustainable tourism strategies include regulatory adjustments, such as carrying capacity regulations and tourist zoning; infrastructure investments, like enhanced public transportation and eco-friendly waste systems; and initiatives to encourage responsible tourist behavior. Economic incentives, such as sustainable tourism certifications and tax incentives for green investments, further support these efforts. Regular monitoring and evaluation through performance tracking indicators are essential for ensuring the long-term sustainability of Bend's tourism sector. These strategies aim to distribute the benefits of tourism throughout the year, reduce pressure on local infrastructure during peak seasons, and ensure that the environmental impact of increased

² The Economic Impact of Travel, City of Bend (2023), pg. 16. Dean Runyan Associates. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/05/2023-Dean-Runyan.pdf>.

³ Ibid.

Executive Summary

visitation is mitigated. This approach aligns with Visit Bend's goal of supporting a long-term sustainable approach to the built and natural infrastructure of the region.

Performance Tracking Indicators

Performance tracking indicators are vital for assessing the effectiveness of tourism-related activities in achieving sustainability goals. These indicators cover various dimensions—economic, social, cultural, ecological, political, and technological—providing a comprehensive framework for evaluating tourism's impact. For Bend, adopting these indicators involves setting clear targets, engaging stakeholders, and ensuring regular reporting and review processes. This systematic approach will help Bend measure progress and refine practices to maintain a balanced and sustainable tourism sector. Implementing these indicators can guide Bend in making data-driven decisions that support sustainable growth and address potential challenges proactively. This information is essential for broader community decisions involving local government and state and federal agencies such as the USFS.

Conclusion

Tourism is a cornerstone of Bend's economy, offering significant benefits while also presenting challenges such as housing affordability and environmental impact. Sustainable tourism strategies and performance tracking indicators are crucial for managing these complexities. Visit Bend's collaborative efforts with community stakeholders, reinvesting tourism revenues into sustainable initiatives, and learning from other destinations' best practices will be key to ensuring Bend's continued success as both a tourist destination and a vibrant community. The recommendations in this report

A Balanced Bend- Sustainability Framework in Bend



provide a roadmap for Bend to achieve resilient, inclusive, and sustainable development, securing its appeal for future generations. The study's objective is to provide an empirical foundation for future decisions, highlighting connections and interdependencies of tourism with other community priorities such as affordable housing, public health, wildfire, climate, and workforce development.

Introduction

Recognized for its diverse landscapes, rich recreational opportunities, and unique combination of small-town charm and modern amenities, the City of Bend has quickly established itself as one of Oregon's premier travel destinations. Visit Bend, in its role as the city's destination management organization, has responsibilities for tourism advertisement and other investments using Transient Room Tax (TRT) revenue. Increasingly, this involves investments to support a long-term sustainable approach to the built and natural infrastructure of the region for visitors and residents alike. To inform its responsibilities and broader regional planning efforts, Visit Bend sought a study of the relationship between tourism and Bend's economic and social development, including the future trajectory. As part of this analysis, Visit Bend sought an investigation into the key constraints and potential areas of needed investment or use management so the critical factors and advantages of the Bend area can continue to provide these benefits that are attractive to visitors and residents alike.

This report addresses these efforts by quantifying and describing tourism activity in the city—particularly with respect to comparable activity by



residents—and identifying key benefits, costs, and economic impacts. In recent years, Bend's tourism industry has flourished, generating a significant increase in both overnight visits and the number of short-term vacation rentals. This surge has led to a substantial expansion of the travel economy. In addition to being a tourist hotspot, Bend is increasingly becoming a popular option for long-term residence partly based on the same amenities and opportunities that attract tourists and partly based on the growth of remote work. Despite being attractive for long-term residence, the city faces certain challenges in housing affordability due to a number of factors. However, the diversity of its economy—which includes professional services and other skilled industries—acts as a safeguard against some of the vulnerabilities tied to tourism. The wealth of activities available to tourists in Bend can generate a range of market and nonmarket benefits and costs. Market benefits include property tax revenue and business development, while nonmarket benefits encompass consumer surplus from recreation and the value of cultural amenities. On the flip side, market costs encompass housing affordability issues, and nonmarket costs include traffic congestion and challenges to infrastructure capacity.

Understanding tourism activity and its associated economic impacts allows for an assessment of constraints to sustainable tourism. Empirical insights into the actual effects of tourism can inform adaptation and mitigation strategies, along with performance tracking indicators. Literature on sustainable tourism and case studies from comparable destinations are integrated throughout this report as an attempt to inform Visit Bend's efforts to address the social, environmental, and economic challenges of its growing popularity while preserving the distinctive qualities that make it appealing to both visitors and residents alike.



Tourism, Economic Value, and Economic Activity

Tourism

Oregon law characterizes tourism as the economic activity that results from an influx of tourists. The City of Bend further clarifies this concept by suggesting that tourism is less of an industry and more about the visitors and the activities they engage in—activities that would not be generated by residents alone.⁴

Tourism remains a predominant economic driver in Bend. In 2022, travel spending in Bend directly supported 3,120 jobs and \$102 million in earnings.⁵ Travel spending also supported additional economic activity in other sectors such as professional and business services. Specifically, the secondary economic effects of travel spending supported 1,270 jobs and \$59 million in earnings.⁶ A significant portion of the economic activity in Deschutes County is concentrated in the leisure and hospitality sector, which represents approximately 13,000 jobs and 815 businesses, accounting for 16 percent of all jobs and 8 percent of all businesses in the county.⁷

Over the past decade, the employment outlook in Bend's leisure and hospitality sector experienced rapid growth in its early years, which has since stabilized.⁸ Despite the sector's economic significance, there is a notable division in public opinion regarding tourism. According to the Bend Resident Sentiment Survey conducted by Oregon State University Sustainable Tourism Lab in 2023, approximately 47 percent of respondents perceived that the costs associated with tourism in Bend were greater than its benefits, 29 percent were neutral, and 24 percent believed the benefits were superior.⁹

4 Tourism in Bend (2019). City of Bend. Accessed at: <https://www.bendoregon.gov/government/departments/economic-development/tourism>

5 The Economic Impact of Travel (2022). Visit Bend. Accessed at: https://industry.visitbend.com/wp-content/uploads/2024/01/Bend_04182023-Draft-web.pdf

6 The Economic Impact of Travel (2022). Visit Bend. Accessed at: https://industry.visitbend.com/wp-content/uploads/2024/01/Bend_04182023-Draft-web.pdf

7 Oregon Department of Employment (2022). Quarterly Census of Employment and Wages. Accessed at: <https://www.qualityinfo.org/data>

8 Tourism in Bend (2019). City of Bend. Accessed at: <https://www.bendoregon.gov/government/departments/economic-development/tourism>

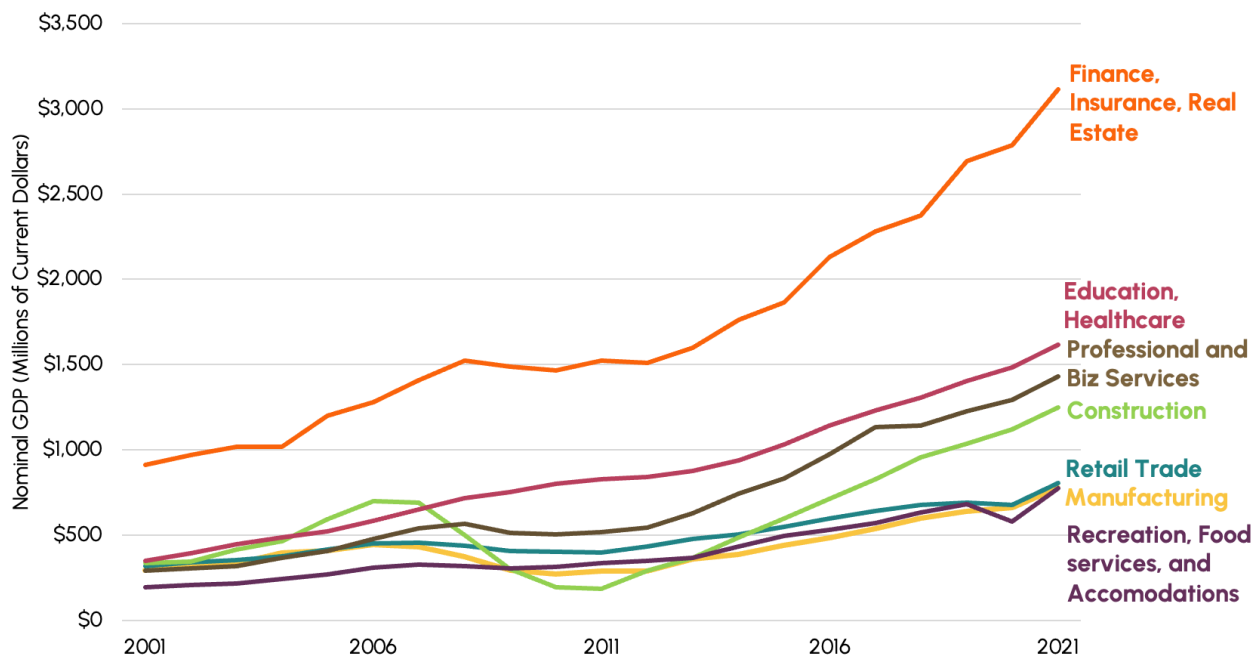
9 Resident Sentiment of Tourism (2023). OSU Sustainable Tourism Lab.

To promote sustainable development, Visit Bend collaborates with local organizations, residents, visitors, and business alliances to balance economic, social, and environmental well-being, catering to the community's collective needs. Their initiatives include the Bend Sustainability Fund, the Bend Cultural Tourism Fund, Leave No Trace in Bend, and the Bend Pledge. Notably, the Bend Sustainability Fund aims to channel revenue from the short-term lodging tax paid by visitors back into the community, supporting projects that foster sustainable experiences. As of 2023, \$2,290,000 has been awarded to 17 projects under this initiative.¹⁰ Furthermore, since its inception in 2013, the Bend Cultural Tourism Fund has awarded \$2,332,105 to 115 cultural programs and events in Bend and Central Oregon.¹¹

Economic Impacts of Tourism

Recognized as Oregon's premier travel destination, Bend offers visitors a rich diversity of experiences.¹² Tourists can enjoy a day on the ski slopes followed by an evening at a high-end restaurant or opt for shopping at the Old Mill District and a leisurely float down the Deschutes River. This variety has positioned Bend as a key contributor to Oregon's tourism economy. Deschutes County alone accounted for \$1.1 billion of Oregon's \$13.9 billion in direct tourism spending, with \$307 million in earnings for workers and generating \$55.3 million in state and local tax revenue.¹³

Exhibit 1. Gross Domestic Product in Key Industries, Deschutes County



Source: Bureau of Economic Analysis, 2001-2021

¹⁰ Bend Sustainability Fund (2023). Visit Bend. Accessed at: <https://sustainability.visitbend.com/>

¹¹ Bend Cultural Tourism Fund. Visit Bend. Accessed at: <https://culture.visitbend.com/>

¹² Burrioni, Christine. (2023) Travel + Leisure Readers' 15 Favorite Cities in the United States. Accessed at: <https://www.travelandleisure.com/best-cities-in-the-united-states-2023-7501553>

¹³ The Economic Impact of Travel (2022). Visit Bend. Accessed at: https://industry.visitbend.com/wp-content/uploads/2024/01/Bend_04182023-Draft-web.pdf

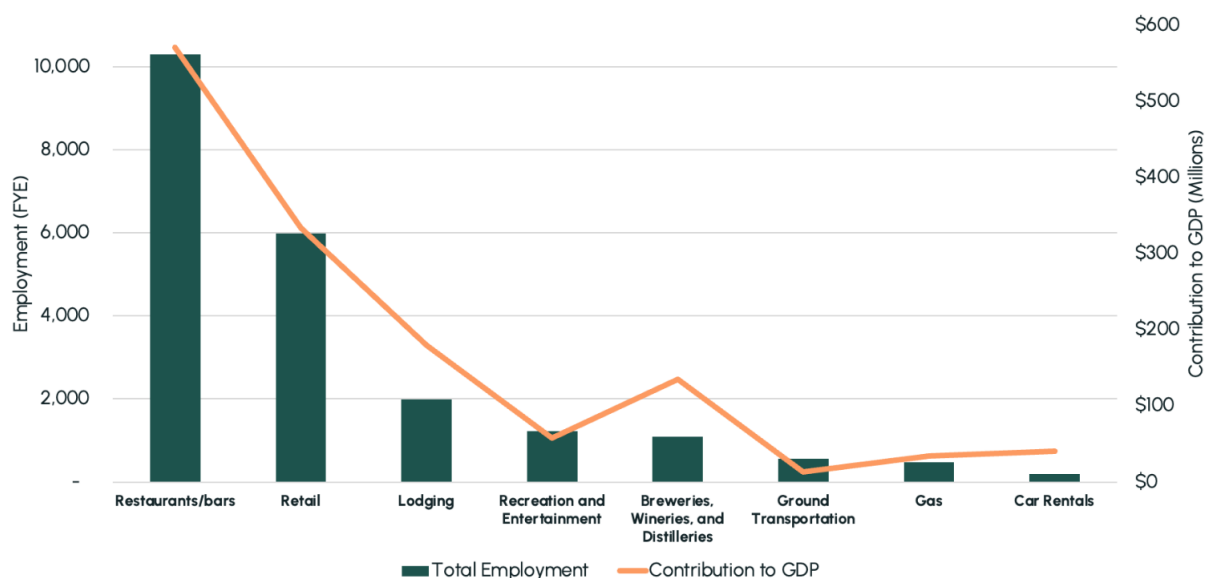
To better comprehend visitation trends, this section examines the broader tourism industry in Bend. The total GDP for all industries in Deschutes County was \$10.2 billion in 2021. The finance, insurance, and real estate sector was the largest contributor, adding over \$3 billion to the County's GDP, as indicated in Exhibit 1. Healthcare, professional, and business services followed, contributing approximately \$1.5 billion. The recreation, accommodations, and food services sectors also made a significant impact, contributing around \$800 million in present-day value in 2021.

Tourism significantly contributes to Deschutes County's economy and employment (Exhibit 2). An IMPLAN analysis shows retail and restaurants generating \$800 million in economic output and supporting 16,000 jobs in 2021. Central Oregon boasts the highest spending per party per trip in Oregon, totaling \$3,482, with lodging (\$845), dining (\$730), and retail (\$397) comprising the top categories.¹⁴ This spending trend prompts

analysis of how the finance, insurance & real estate sector and the recreation, food services & accommodations sector interact to create net gains of economic contributions.

From an economic standpoint, TRT revenue from vacation rentals is a measure of visitation demand in Deschutes County, as it's paid by overnight guests staying in lodging establishments or transient lodging for up to 30 consecutive calendar days.¹⁵ Bend's visitation demand has risen notably in the last twenty years, with a sharp increase over the past decade. In 2023, TRT revenue in Bend spiked to 400 percent of the 2003 figures in both winter and summer. While Deschutes County experienced a similar pattern of growth, its TRT revenue in 2023 has not grown as rapidly, staying below a 200 percent increase from 2003, as depicted in Exhibit 3. Overall, TRT collections in Bend have increased at double the rate of Deschutes County from 2003 to 2023, highlighting Bend's growing appeal relative to the broader region. In 2003, the City accounted

Exhibit 2. Economic Output and Employment in Deschutes County, OR



Source: Analysis of data from IMPLAN, 2022

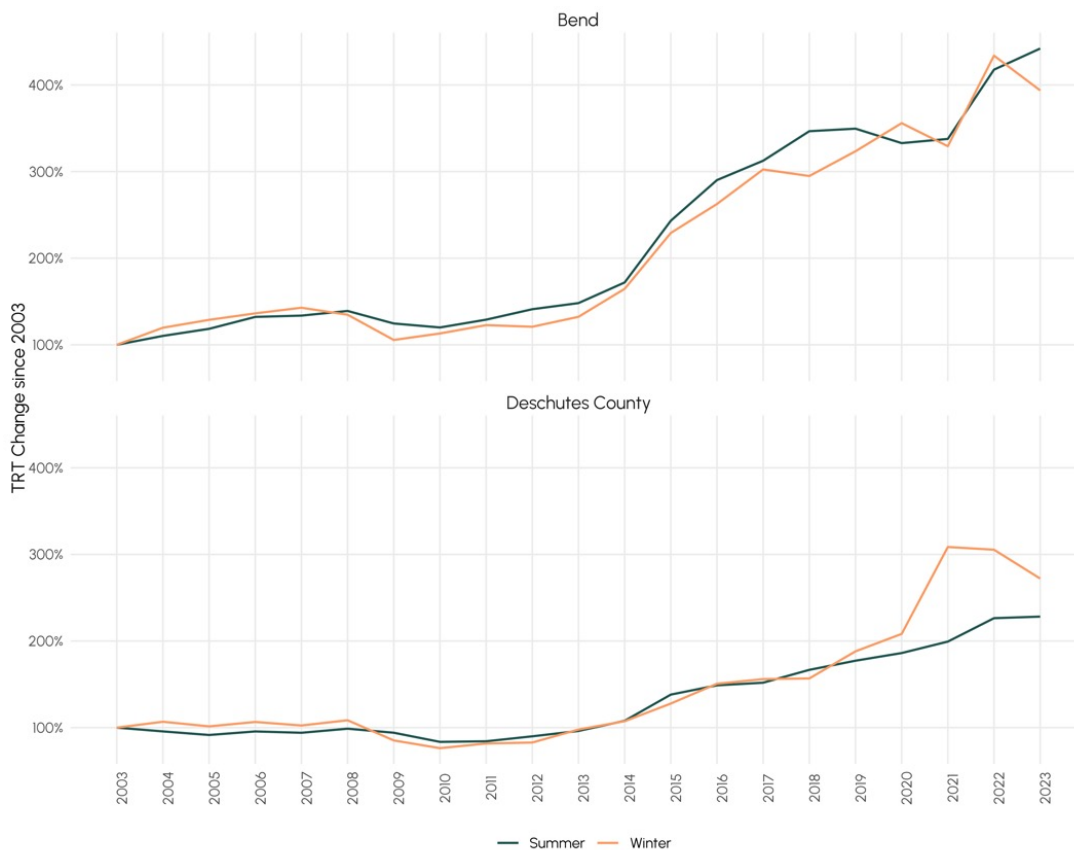
¹⁴ Oregon Visitor Profile Report Central Oregon (2022). Travel Oregon. Accessed at: <https://industry.traveloregon.com/wp-content/uploads/2023/06/Travel-Oregon-Visitor-Profile-2021-22-Central-Oregon-Memo-of-Findings-1.pdf>

¹⁵ Transient Room Tax (2021). Deschutes County. Accessed at: <https://www.deschutes.org/finance/page/transient-room-tax>

for 46 percent of the County's residents but contributed only 36 percent of its TRT revenue. By 2023, Bend's allure had grown, with the City now encompassing half of the County's residents and generating half of its TRT revenue. While Deschutes County's natural beauty continues to draw visitors, there has been a specific preferential shift toward staying in Bend.

The COVID-19 pandemic has presented enduring challenges for tourism, and Bend has experienced a decline in visitor numbers. Nonetheless, per-visitor lodging tax revenue in Bend rose during the pandemic, with the sole exception occurring in the winter of 2022, as shown in Exhibit 4.

Exhibit 3. Lodging Tax Dollars (TRT) in Bend and Deschutes County (2003-2023)



Source: Visit Bend, 2023

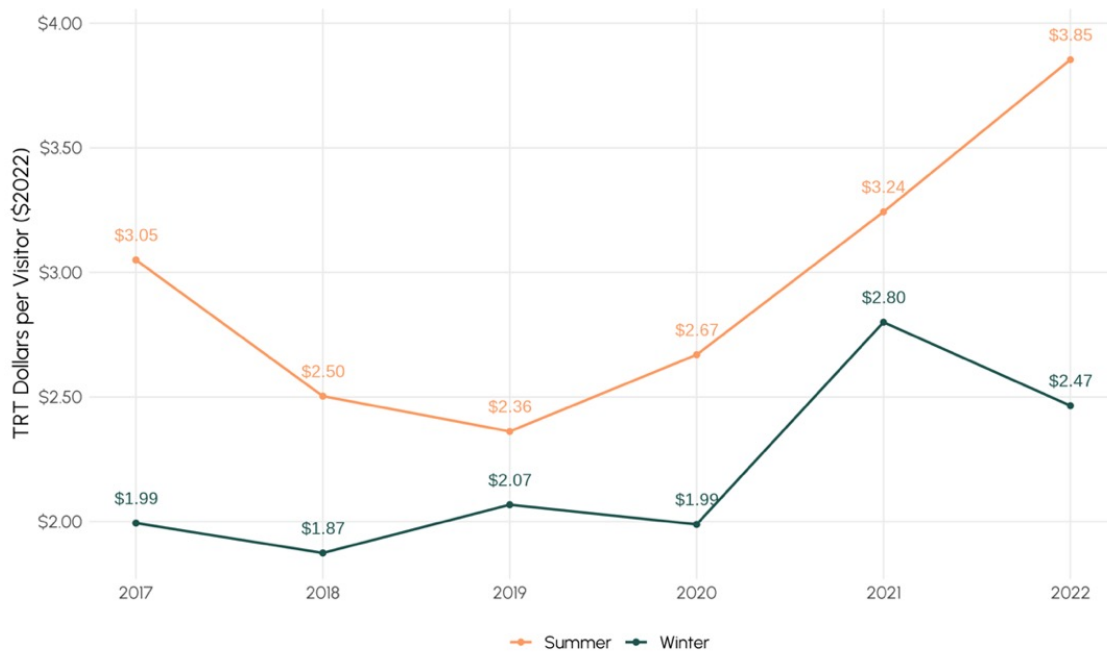


Key Findings



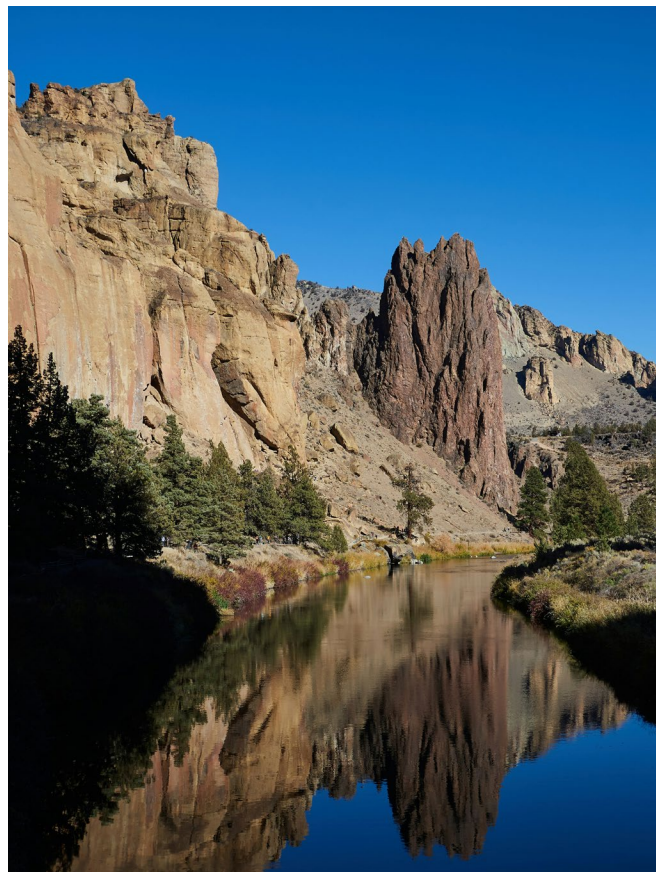
Transient Room Tax (TRT) revenue in Bend has increased by 300% since 2003 in both winter and summer, showcasing a significantly higher growth than Deschutes County, which saw less than a 200% increase over the same period.

Exhibit 4. Lodging Tax Dollars (TRT) per Visitor in Bend and Deschutes County Summer vs. Winter (2017-2023)



Source: Placer.ai, Visit Bend, 2023

In summary, tourism serves as a cornerstone of economic vitality in Bend, intertwining with various sectors to bolster the overall prosperity of Central Oregon. While the economic benefits of tourism are tangible—reflected in substantial job creation, robust tax revenues, and demand that supports business and service sectors benefiting residents—the sector’s growth and its ramifications continue to foster debate among local residents. The evolution of Bend’s tourism industry, particularly in adapting to post-pandemic conditions and changing visitor patterns, underscores the need for a multifaceted approach that harmonizes economic interests with community values and environmental stewardship. As Bend navigates the complexities of its tourism dynamics, the ongoing efforts by entities such as Visit Bend to ensure sustainable and inclusive development will be critical in shaping a resilient future that benefits all stakeholders in the region.





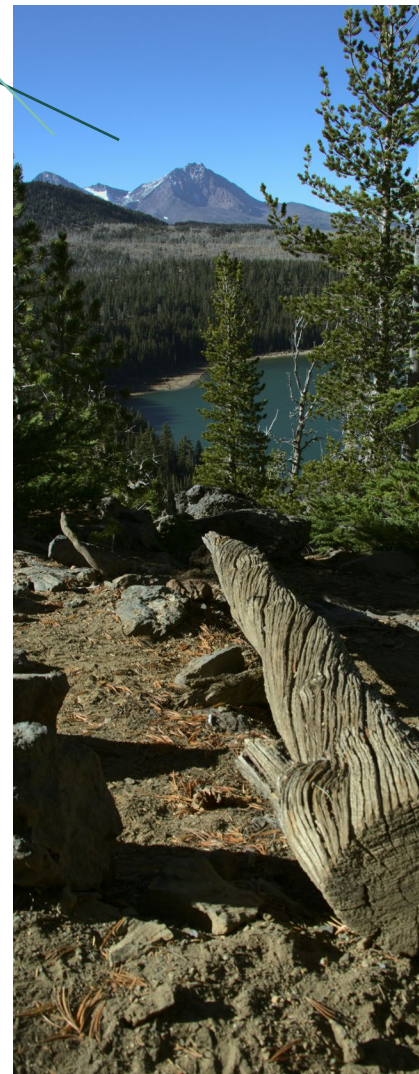
Tourism Profile of Bend

Visitation in Bend

Bend's visitation demand and tourism economy have flourished in recent years, attracting both transient and long-term visitors. Renowned for attractions like the Old Mill District, Mt. Bachelor, and Bend Whitewater Park, the city has become a prime travel destination, with overnight visits hitting almost 1.4 million person-trips in 2023 and short-term vacation reaching \$93 million with a 6.4 percent rise from the previous year. This surge has translated into a significant economic boost since 2022, with Bend's travel economy expanding by 13.6 percent in 2022 to reach \$382.2 million, with an additional 0.2 percent increase to 383.4 million in 2023.^{16 17}

This trend extends beyond temporary stays; Bend is increasingly a choice for longer-term residence, especially as remote work becomes more prevalent. From 2016 to 2021, remote workers in Bend grew from 9.4 percent to 16.4 percent. Concurrently, the share of vacant homes jumped from 4 percent to 11.7 percent in 2021.¹⁸

These developments prompt a closer look at who visits Bend and why, as well as the implications of a growing population seeking both the charm of a vacation locale and the feasibility of remote work. The following section explores visitor profiles and the nuances of visitation demand, shedding light on the evolving



¹⁶ The Economic Impact of Travel, City of Bend (2023). Dean Runyan Associates. Retrieved from: <https://www.visitbend.com/wp-content/uploads/2022/10/Dean-Runyan-Bend-travel-impact-2021.pdf>

¹⁷ The Economic Impact of Travel, City of Bend (2023), pg. 16. Dean Runyan Associates. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/05/2023-Dean-Runyan.pdf>

¹⁸ ECONorthwest's analyses of ACS 2021 5 years and of ACS 2016 5 years

landscape of Bend's tourism and residential appeal.

Visitor Profiles

Central Oregon

Visits to Bend constitute approximately 70 percent of the visitation in Central Oregon. Data from Travel Oregon show that most people come here to vacation, with the average trip lasting 5.8 days—longer than other destinations in the state.¹⁹ Central Oregon's appeal as a family-friendly destination is emphasized in Exhibit 5, which shows that visitors value the region as an ideal location

for spending quality time with loved ones. Bend's proximity to outdoor attractions, including the Deschutes River, Mt. Bachelor, and the Cascade Range, offers abundant opportunities for visitors of all types to engage in a variety of activities, from skiing to hiking and biking to water-based ventures.

Expanding on Central Oregon's draw as a center for recreation and family-oriented fun, Exhibit 6 displays the range of experiences preferred by visitors. Local food and drink establishments in Bend are supported by visitation, with 68 percent of visitors dining at restaurants and bars and many

Exhibit 5. Reasons for Visiting Central Oregon, 2021–2022

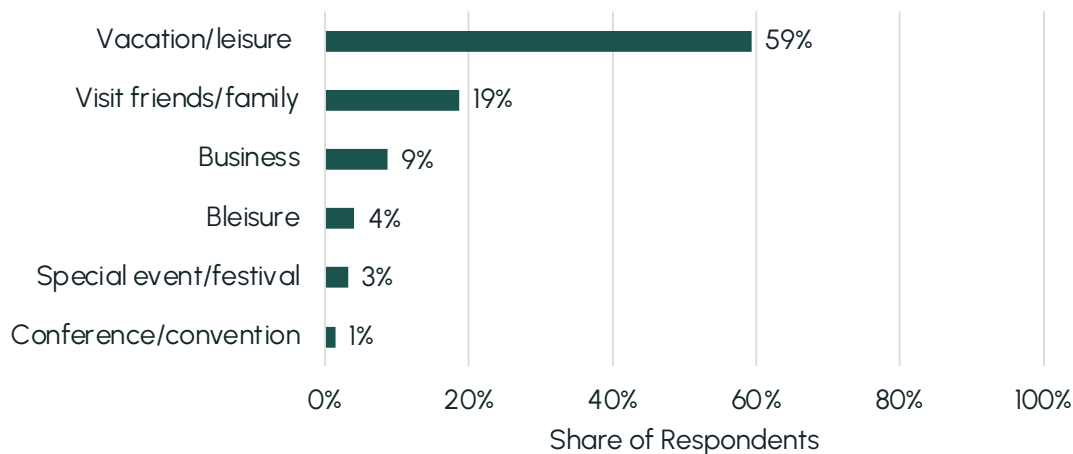
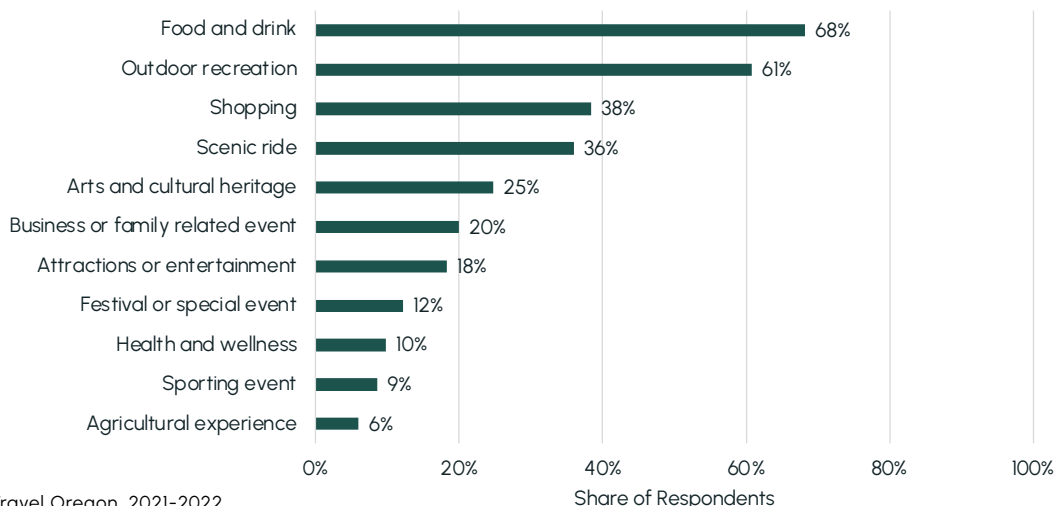


Exhibit 6. Visitor Activities, Central Oregon, 2021–2022



Source: Travel Oregon, 2021–2022

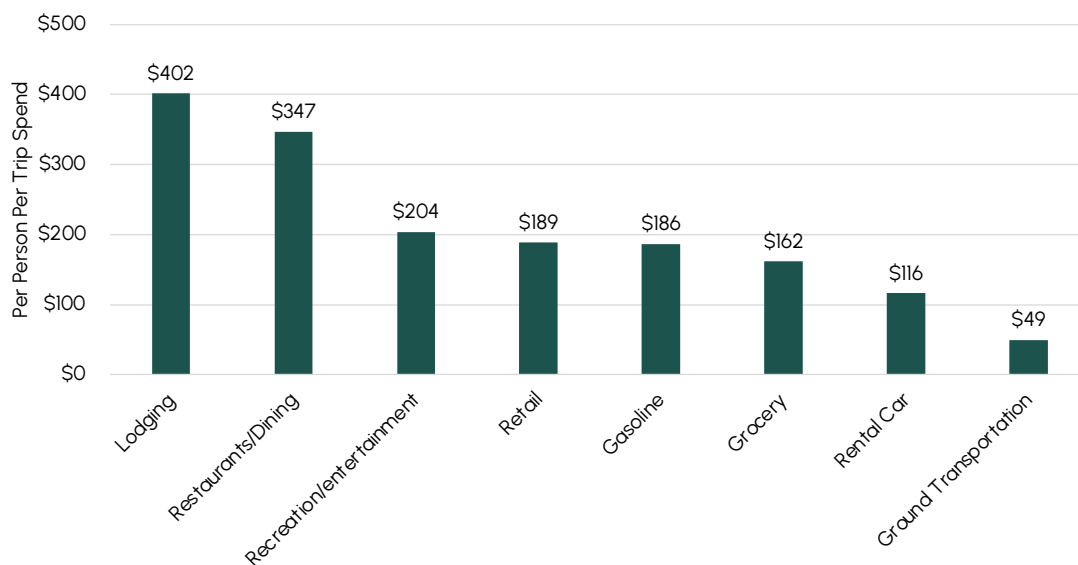
¹⁹ Travel Oregon defines Central Oregon as Deschutes, Crook and Jefferson counties and the southern portion of Wasco County. Bleisure refers to trips that combine business and leisure. Travel Oregon. (2022) Oregon Visitor Profile Report, Central Oregon. Accessed at: <https://industry.traveloregon.com/wp-content/uploads/2023/06/Travel-Oregon-Visitor-Profile-2021-22-Central-Oregon-Memo-of-Findings-1.pdf>

also frequenting breweries and coffee shops. Additionally, 61 percent of visitors participated in outdoor activities, with hiking and exploration of national forests and scenic areas being particularly popular. These activities highlight the diverse appeal of Bend and its surroundings.

Building on the appeal of Central Oregon's recreational and family-friendly activities, visitor spending patterns offer further insight into the region's popularity and economic contribution. Visitors spend an average of \$1,658 per trip, making Central Oregon the destination with the highest per-person spending in the state. The prevalence of road trips to the region, with 66 percent of

visitors arriving by vehicle, results in higher gasoline expenditures compared to other areas in Oregon. Total spending per party per trip in Central Oregon averages \$3,482, with the lion's share going to lodging (at \$845 per trip), as detailed in Exhibit 7. Visitors to Central Oregon typically travel in parties of two or more adults without children, accounting for 77.1 percent of travelers. These parties often exhibit higher spending patterns, particularly in prime categories like dining and recreation/entertainment, which also align with the region's most popular activities.²⁰

Exhibit 7. Per Person Per Trip Spending on Goods, Central Oregon, 2021-2022



Source: Travel Oregon, 2021-2022



²⁰ Travel Oregon. (2022) Oregon Visitor Profile Report, Central Oregon. Accessed at: <https://industry.traveloregon.com/wp-content/uploads/2023/06/Travel-Oregon-Visitor-Profile-2021-22-Central-Oregon-Memo-of-Findings-1.pdf>

City of Bend

Similar to visitors across Central Oregon, the majority of visitation to Bend is driven by outdoor recreation and leisure activities, followed by visiting friends or family (Exhibit 8).²¹ This trend is consistent across winter and summer visitation to Bend. Visitors tend to stay for longer in the winter compared to summer, with an average trip length of 4.9 days compared to 3.5 days. While close to half of summer visitors traveled with family or children

(43 percent), most winter visitors had households with grown children or no children (68 percent).

Bend visitors, like Central Oregon visitors, reported dining out as the most common activity (Exhibit 9). Winter visitors reported dining out at a higher rate than summer visitors (84 percent compared to 61 percent). Activities such as hiking, shopping, arts and culture, and museums had similar participation rates across winter and summer visitors. Winter visitors tend to participate in taking scenic drives

Exhibit 8. Reasons for Visiting Bend, 2021-2022

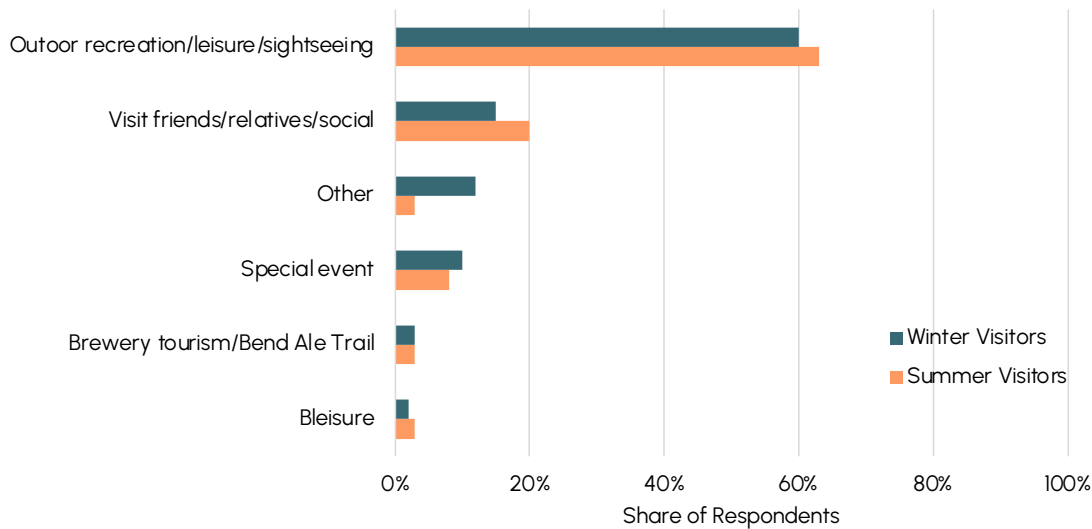
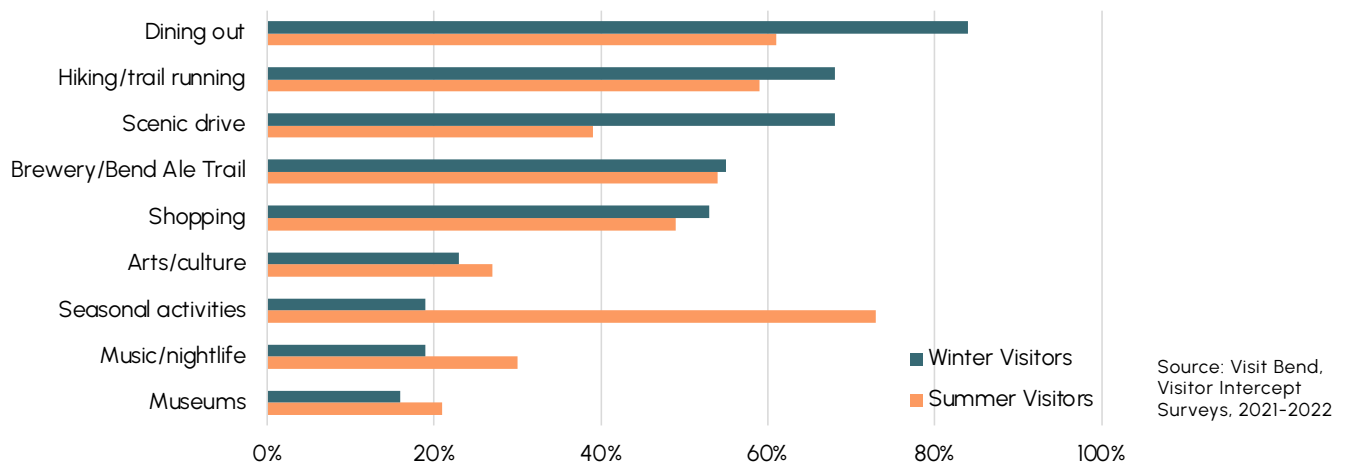


Exhibit 9. Visitor Activities, Bend, 2021-2022



²¹ Visit Bend (2022). Summer Visitor Survey Results. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/01/Visit-Bend-Summer-EOS-2022.pdf>; Visit Bend (2021-2022). Winter Survey Results. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/01/Visit-Bend-Winter-2122-EOS-report.pdf>

more than summer visitors. Seasonal activities include skiing and snowshoeing for winter and swimming, paddleboards, and farmers markets for summer. Summer visitors engaged in these activities at a much higher rate than winter visitors (73 percent compared to 19 percent).

Exhibit 10. Per Person Per Trip Spending, Bend, 2021-2022



Source: Visit Bend, Visitor Intercept Surveys, 2021-2022

On average, winter visitors spend more on food and drink than on lodging (Exhibit 10). Summer visitors spend close to \$100 less on food and drink per person per trip and more on lodging compared to winter visitors. Winter visitors spend more on shopping and entertainment, likely reflecting the lower rate of participation in winter seasonal activities. Many summer activities cost less or are free while winter activities require specialized equipment and passes to participate.

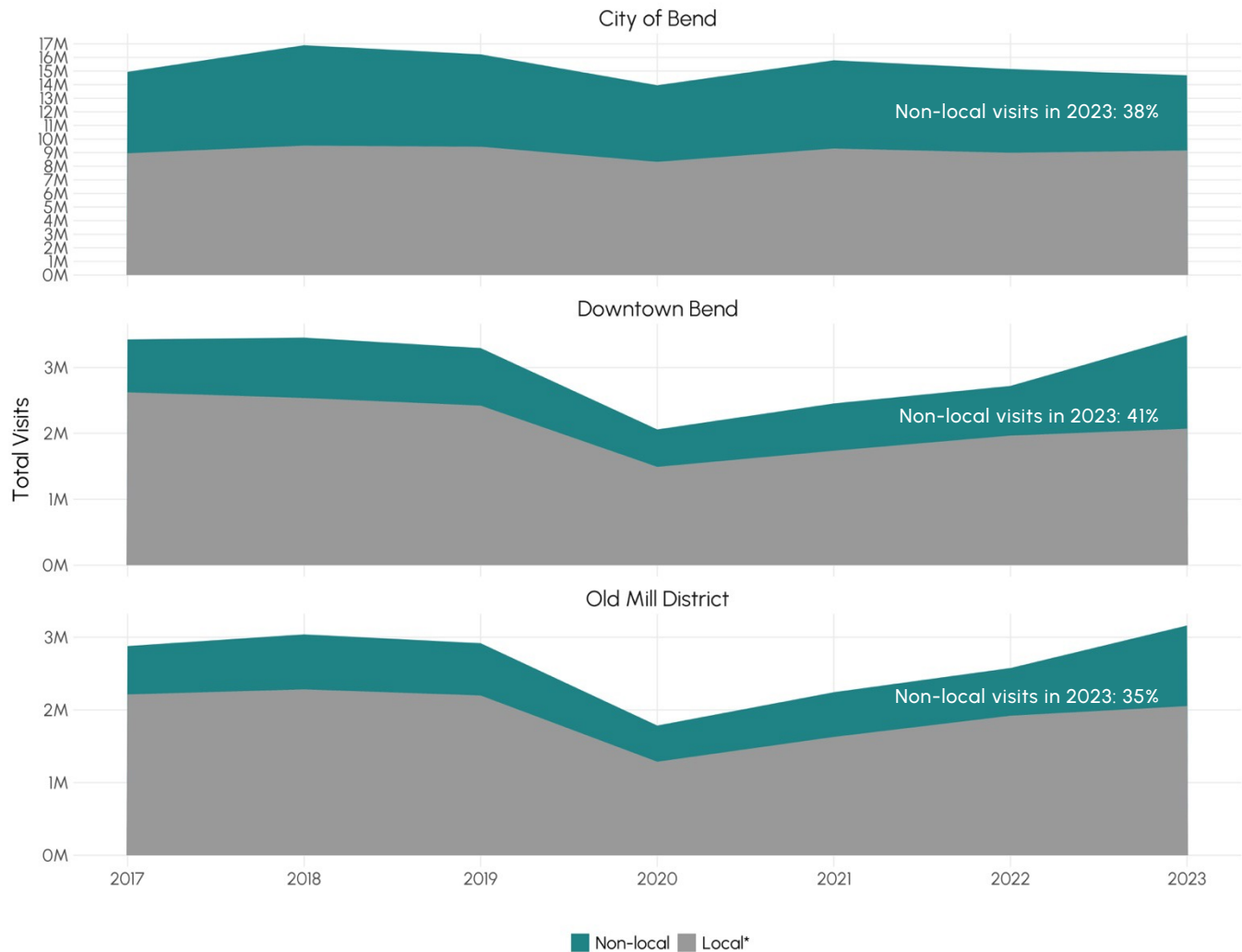
Visitation Demand

Drawing on its diverse visitor profile and array of year-round attractions, Bend has effectively recovered from the pandemic, with counts of visits nearing pre-COVID levels. To further explore visitation patterns and understand visitation demand, our analyses employed visitation data from Placer.ai, a location analytics platform that

partners with mobile application companies to create a panel of aggregated and extrapolated visitation data. The data was processed by categorizing visits into "local" and "non-local" using state law ORS320.300, which refers to a tourist as a person who travels more than 50 miles from their community of residence.²² During 2023, there were over 14 million recorded visits with nearly 40 percent contributed by those living beyond a 50-mile radius from Bend, as shown in Exhibit 11. Although there was a slight dip in visits during the pandemic, particularly in popular spots like Downtown Bend and the Old Mill District, both areas recovered from the drop in visits in 2023, leveling with or even exceeding pre-pandemic visitation levels. In 2023, more than one-third of the visits to Downtown Bend (41 percent) and the Old Mill District (35 percent) were from people living beyond a 50-mile radius from Bend.

²² ORS 320.300. Accessed at: https://oregon.public.law/statutes/ors_320.300

Exhibit 11. Total Visits Count in the City of Bend, Downtown Bend, and Old Mill District (2017-2023)



Source: ECONorthwest analysis of Placer.ai data

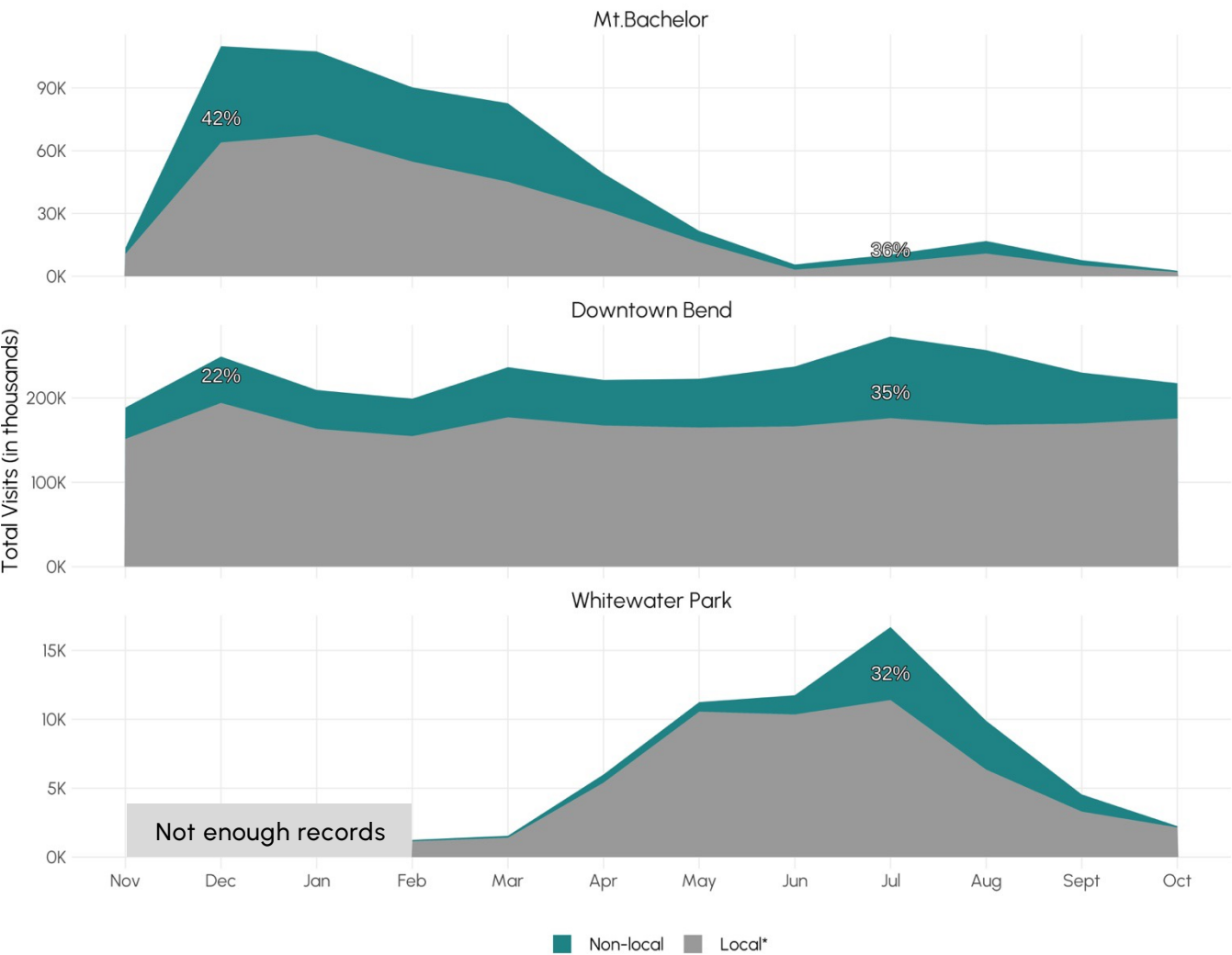
*Locals are people who live within 50 miles of Bend.

Analyzing peak visitation in Bend's key locations provides insight into the seasonality of attractions and guides destination management organizations and city leaders in managing the yearly visitor flow relative to resident activity. Exhibit 12 illustrates that Downtown Bend and Bend Whitewater Park experienced their highest visitation in July, coinciding with summer activities. Conversely, Mt. Bachelor saw a peak in December, aligning with winter activities, which also resulted in a second surge of visits in Downtown Bend due to winter

attractions. Downtown Bend also experiences a surge of both visitors and residents during spring break.

During December's peak at Mt. Bachelor, over 40 percent of visits were from nonlocals, while Downtown Bend attracted 22 percent of nonlocal visitors in the same period. In contrast, during the July peak, Bend Whitewater Park saw approximately 32 percent of nonlocal visits, slightly less than Downtown Bend's 35 percent.

Exhibit 12. Total Visit Counts in Bend's Top Seasonal Attractions (Nov. 2022-Oct. 2023)



Source: ECONorthwest analysis of Placer.ai data

*Locals are people who live within 50 miles of Bend.

These insights into visitation trends in Bend are crucial for developing sustainable tourism strategies. The clear seasonal peaks at key attractions demonstrate the city's ability to attract tourists year-round, but with distinct seasonal preferences. Tourist visits tend to concentrate on key holidays, while resident trips show less variation over time. These data points can guide decision-

making to distribute the benefits of tourism throughout the year, reduce pressure on local infrastructure during peak seasons, and ensure that the environmental impact of increased visitation is mitigated. Understanding these patterns also helps local businesses in staffing, inventory planning, and creating tailored experiences that cater to the influx of nonlocal visitors during peak seasons.

Assessment of Social Conditions in Bend

In scenic regions such as Bend, the local economy is largely dependent on the travel and tourism industry, which drives demand for accommodations, dining, and recreational activities. As highlighted earlier, TRT revenues and tourism demand are on the rise.

Yet Bend is more than a tourist destination; it is increasingly sought after as a residential location. With escalating housing costs and a growing "wealth effect," the area is seeing a rise in high-income households and a larger proportion of higher housing values within the local economy.

A study by Brookings on "wealth work" occupations—jobs that provide services such as house cleaning, lawn maintenance, tax preparation, and dog walking—offers insight into Bend's economic and social landscape.²³ Notably, Bend ranks 17th highest for wealth work jobs as a share of its local economy and 15th highest for housing wealth nationwide. This is consistent with the fact that leisure and hospitality represent 15 percent of all employment in Bend, a figure that stands out against the national average of 10 percent. However, jobs in travel and tourism often offer wages below the average, exacerbating housing affordability issues for workers and leading to longer commutes.²⁴

Despite these challenges, Bend's economy is multifaceted, featuring a significant number of professional and business service jobs and a strong manufacturing sector. The economic diversity

provides a buffer against the issues that can affect economies more focused on scenic tourism.²⁵

Comparison of Peer Cities

In a comparative analysis of peer cities with similar trends of economic change and resilience, housing, and various social indicators have illuminated Bend's situation relative to these similar cities, as shown in Exhibit 13. We used the Peer City Identification Tool (PCIT), developed by the Community Development and Policy Studies (CDPS) division of the Federal Reserve Bank of Chicago, to identify and evaluate Bend's peer cities in terms of demographic characteristics. This tool is a data comparison and visualization instrument that helps policymakers and practitioners understand a municipality by comparing it with other cities experiencing similar trends or challenges. This context is vital for informed decision-making and strategic planning. The factors used for evaluating peer cities in comparison to Bend are population and housing trends.²⁶

Population and Housing Trends

In terms of population growth, Bend ranks highest in the peer group for percent population change between 2000 and 2022, with an increase of 91.10 percent, significantly higher than the PCIT-960 median of 10.40%. Bend also has a lower percentage of foreign-born residents (5.20 percent) compared to the PCIT-960 median (12.20 percent). Although these comparisons are of less significance, the percentage of families with children in Bend is slightly lower (46.60 percent) compared to the PCIT-960 median (48.10 percent), and the percentage of the population aged 20-64 is slightly higher (60.30 percent) compared to the PCIT-960 median (59.50 percent).

23 Muro, Mark & Whiton, Jacob (2019). Who's employed by the lifestyles of the rich and famous? *Brookings*. Retrieved from <https://www.brookings.edu/articles/whos-employed-by-the-lifestyles-of-the-rich-and-famous/>

24 Lehner, Josh. Scenic Areas, Wealth, and Industrial Structure (2023).

25 Lehner, Josh. Scenic Areas, Wealth, and Industrial Structure (2023).

26 Federal Reserve Bank of Chicago. Peer City Identification Tool. Last Accessed: July 8, 2024. <https://www.chicagofed.org/region/peer-cities-identification-tool/pcit###>

Exhibit 13. Demographic Peer Cities Population Trends

| PEER CITIES | PERCENT FOREIGN-BORN | PERCENT CHANGE IN POPULATION 2000-2022 | PERCENT OF FAMILIES WITH CHILDREN | PERCENT OF POPULATION 20-64 | TOTAL POPULATION | SHARE OF METRO AREA POPULATION |
|------------------------------|----------------------|--|-----------------------------------|-----------------------------|------------------|--------------------------------|
| PCIT-960 Median | 12.20% | 10.40% | 48.10% | 59.50% | 75,363 | 6.10% |
| Peer Group Median | 7.90% | 78.30% | 48.60% | 61.10% | 102,790 | 43.80% |
| Auburn, Alabama | 9.30% | 78.30% | 50.20% | 63.40% | 76,660 | 43.80% |
| Bend, Oregon | 5.20% | 91.10% | 46.60% | 60.30% | 99,442 | 49.90% |
| Chico, California | 7.80% | 71.50% | 48.60% | 62.90% | 102,790 | 48.10% |
| Fayetteville, North Carolina | 7.90% | 72.50% | 50.10% | 61.10% | 208,697 | 39.90% |
| Fort Collins, Colorado | 7.20% | 42.20% | 45.60% | 65.50% | 168,758 | 47.00% |
| Henderson, Nevada | 14.10% | 81.40% | 43.70% | 56.90% | 318,063 | 14% |

Source: Federal Reserve Bank of Chicago. Peer City Identification Tool. Last Accessed: July 8, 2024.

<https://www.chicagofed.org/region/peer-cities-identification-tool/pcit###>

When analyzing Bend's peer cities using the PCIT, several significant housing trends emerge (Exhibit 14). For instance, Bend's population growth is notably higher than its peers, indicating a rapidly expanding community. In contrast, cities like Chico, California, and Fayetteville, North Carolina, show strong growth but at a slower pace. Housing trends highlight that Bend has a high home value-to-income ratio, suggesting affordability challenges. Meanwhile, cities like Fort Collins, Colorado, and Henderson, Nevada, demonstrate varied housing market dynamics with different vacancy rates and homeowner rates, providing a diverse perspective on how similar cities manage growth and housing issues.

These comparisons illustrate that Bend has experienced significant population growth, higher than any other city in its peer group. However, Bend's housing trends reveal a high home value-to-income ratio and a moderate percentage of housing units built before 1980. Despite these challenges, Bend maintains a relatively high homeowner rate and a balanced percentage of rent-burdened households compared to other peer cities. This comprehensive analysis using the PCIT helps to identify areas for policy improvement and strategic investment to manage growth and housing demands effectively.





Exhibit 14. Demographic Peer Cities Housing Trends

| PEER CITIES | PERCENT OF HOUSING UNITS BUILT PRE-1980 | VACANCY RATE | HOME VALUE-TO-INCOME RATIO | HOMEOWNER RATE | PERCENT RENT-BURDENED HOUSEHOLDS | SHARE OF METRO AREA POPULATION |
|--------------------------------|---|--------------|----------------------------|----------------|----------------------------------|--------------------------------|
| PCIT-960 Median | 62.90% | 7.20% | 3.9 | 56.40% | 51.20% | 6.10% |
| Peer Group Median | 17% | 7.30% | 5.5 | 61.20% | 53.30% | 28.50% |
| Bend, Oregon | 23.80% | 7.30% | 7 | 61.20% | 50.40% | 49.90% |
| Fort Collins, Colorado | 31.10% | 3.80% | 6.3 | 51.70% | 57.20% | 47% |
| Henderson, Nevada | 6.90% | 7.10% | 5 | 65.20% | 51.20% | 14% |
| Las Vegas, Nevada | 23.20% | 7.80% | 5.5 | 54.80% | 56.40% | 28.50% |
| Mount Pleasant, South Carolina | 17% | 9% | 5.3 | 72.50% | 53.30% | 11.30% |
| North Las Vegas, Nevada | 13.90% | 6.30% | 4.7 | 61.20% | 55.90% | 11.70% |
| St. George, Utah | 11.70% | 15.40% | 6 | 67.70% | 51.90% | 52.50% |

Source: Federal Reserve Bank of Chicago. Peer City Identification Tool. Last Accessed: July 8, 2024.
<https://www.chicagofed.org/region/peer-cities-identification-tool/pcit###>

The preceding analysis of Bend alongside its peer cities, with a focus on social and housing indicators, sets the stage for a deeper examination of population growth and migration patterns. Upcoming sections will explore how these factors are projected to shape Deschutes County’s future, highlighting the expected population increase and the pivotal role of migration in driving this growth.

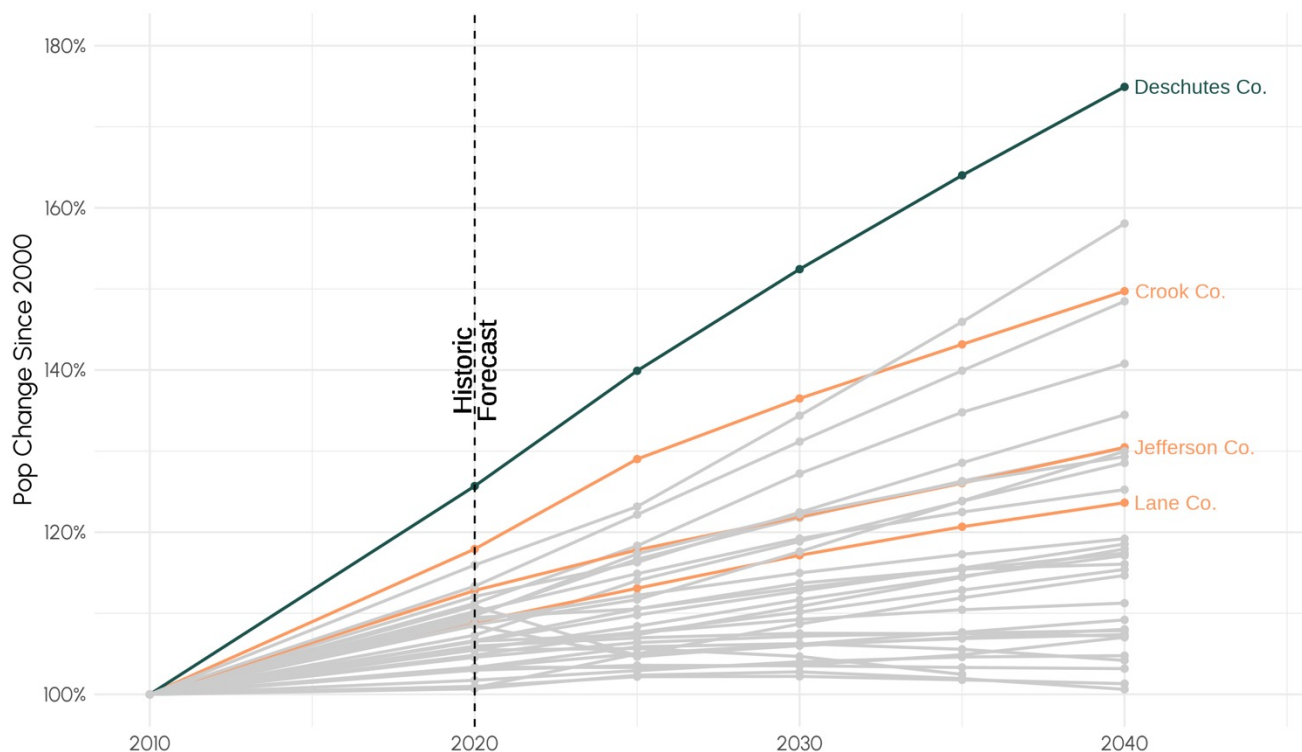
Population Growth and Migration

By 2040, the population of Deschutes County is projected to grow by 75 percent from its count in 2010, as shown in Exhibit 15. This significant increase is largely attributed to in-migration. Deschutes County surpasses all other Oregon counties in its forecasted population change. This is indicative of Bend's status not only as a residential community but as a prominent tourist destination. Exhibit 16 details the components of population change in Deschutes County, darker blue representing net migration and yellow showing natural increase or decrease. It is anticipated that the County will experience a natural decrease, with deaths surpassing births. Meanwhile, net migration, after reaching a peak in 2020, is expected to stabilize

and then slightly increase until 2040. Despite the natural decrease, net migration will continue to be the dominant force behind the County's population growth, and it is anticipated that all future net growth will be attributed to individuals relocating to the County.

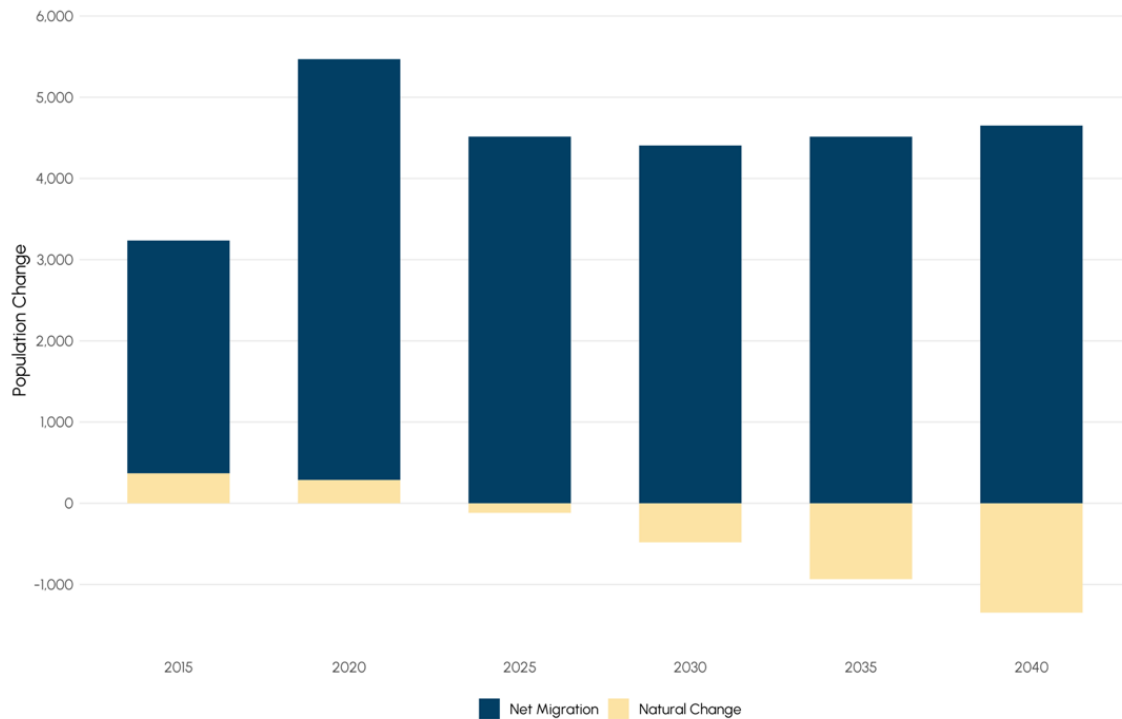
In this context, migration is a key component of any discussion of population growth, serving as an indicator of individuals' preferences in terms of residency and employment. Bend's expansion is linked to the fact that a greater number of individuals are opting to reside in Bend compared to those opting to depart. Striking a balance involves designing a city and environment capable of accommodating the evolving needs and expectations of new residents while safeguarding the unique attributes that retain long-term residents.

Exhibit 15. Historic and Forecasted Population Change for OR Counties



Source: Population Research Center

Exhibit 16. Components of Population Change by 5-year Intervals (2015-2072), Deschutes County



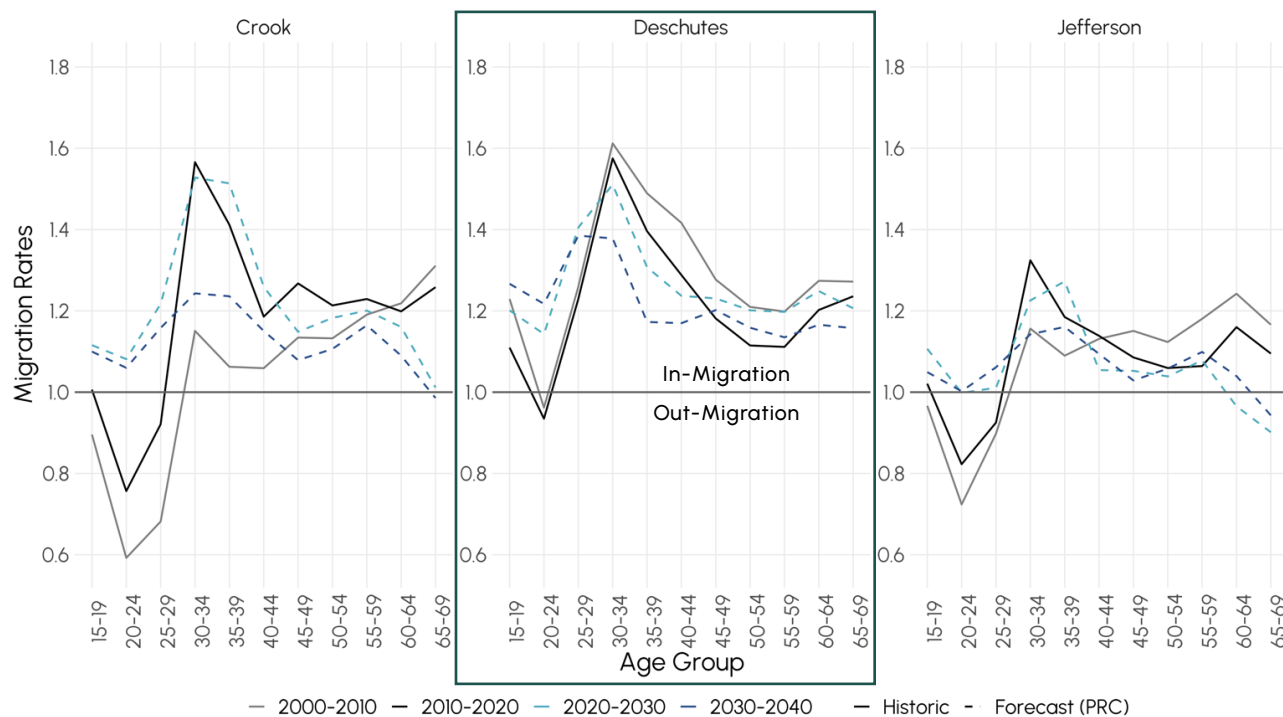
Source: Population Research Center; Oregon Population Forecast Program

The community of Bend faces the ongoing challenge of sustaining a lifestyle and economy that supports a rapidly growing and age-diverse population. Over two decades, Deschutes County has seen a consistent influx of residents across all age groups, as depicted in Exhibit 17. Specifically, for every 1,000 individuals aged 30-34, there's been a net increase of 600 people; more individuals have moved into the area than moved out over a 10-year period. This trend of people moving to the area, rather than leaving, sets Deschutes County apart from many other regions in Oregon and the United States, including nearby Crook and Jefferson Counties. Moreover, Exhibit 17 demonstrates that people of all ages are moving into Deschutes County. This poses a significant challenge for Bend, as it must accommodate a wide range of prospective residents, ranging from young college students to retirees to families and young professionals. While the vast majority of Oregon counties need only

focus on accommodating a couple of these cohorts, Bend must accommodate them all.



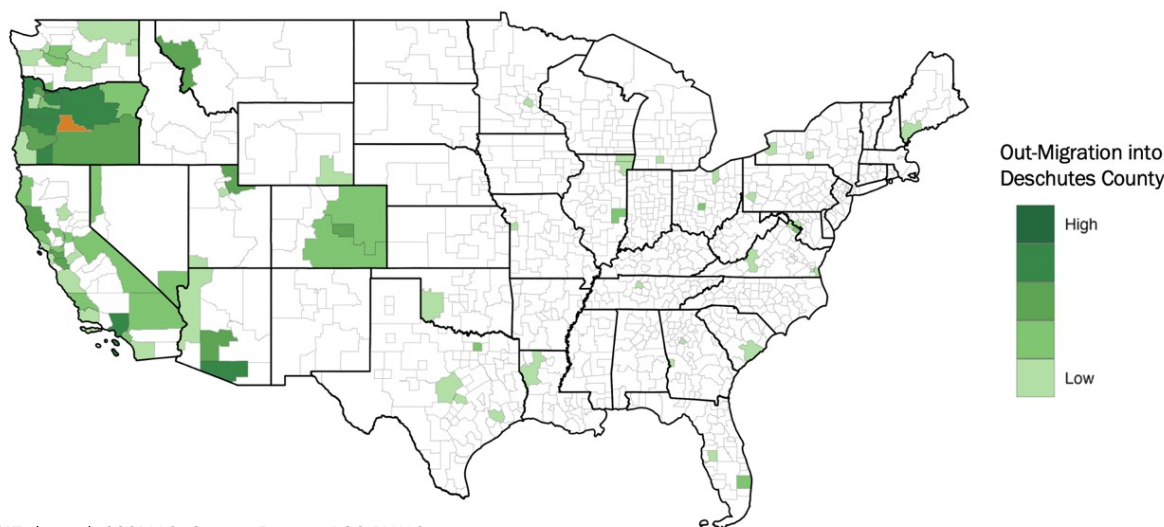
Exhibit 17. Historic and Forecasted Net In/Out-Migration Rates of Working Age Adults for Central OR Counties



Source: 2020 Decennial U.S. Census, Population Research Center

A closer look at migration patterns to Deschutes County suggests that more than half of its new residents migrated from other areas within Oregon. Exhibit 18 indicates that a majority of the County's new residents come from other parts of Oregon, followed by California and Washington.. This demonstrates the important role and appeal Bend has for the state and state residents as a whole.

Exhibit 18. Origin of New Residents Who Moved to Deschutes County; Between 2017 and 2021



Source: 2017 through 2021 U.S. Census Bureau ACS PUMS

Note: New Residents are people who did not live in Deschutes County a year ago. This map excludes new residents who migrated from other parts of Oregon.

New residents are defined as those who did not live in the same house a year ago and moved from outside of the county area. In-migration slowed between 2020 and 2021 for Deschutes County but is still relatively higher than trends from Southern Oregon and the Portland Tri-County Area. By 2021, the share of new residents in Deschutes County was 7.8 percent, while it was 7.0 percent for the Tri-

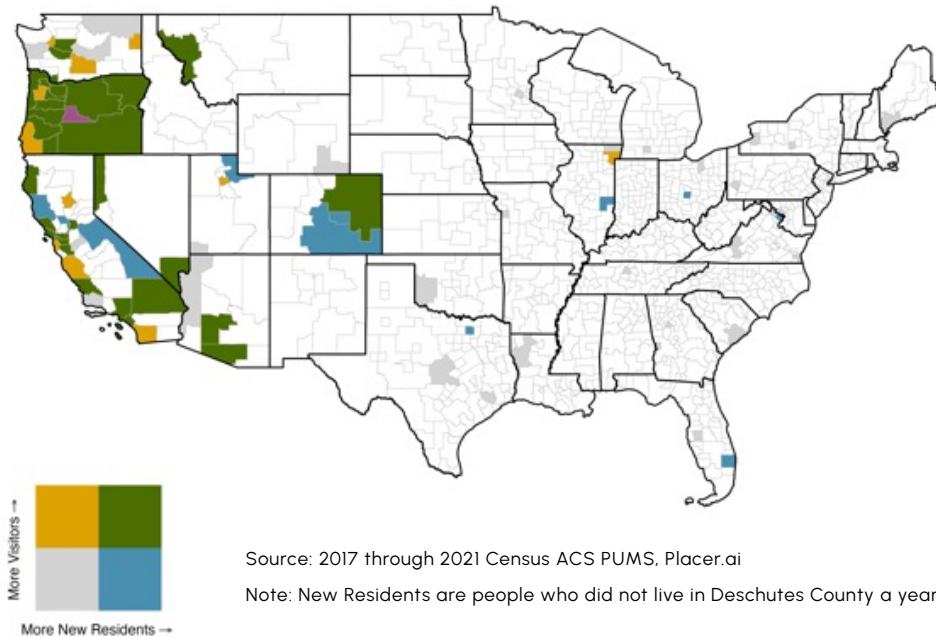
County Area and 6.6 percent for Southern Oregon (Exhibit 19). As a favored destination for visitors and prospective residents alike, Deschutes County surpasses both the Portland area and Southern Oregon in its appeal to new migrants. This suggests that the city is not capturing "overspill" of demand from other major metropolitan areas aligned on the I-5 corridor.

Exhibit 19. Regions and Their Shares of Population Who Are New Residents



The maps of new residents' origins overlaid with visitor origins show that Oregon and California are the leading sources for both migration and visitors. Possibly surprisingly, Washington State only generates 5 percent of new Deschutes County residents from outside Oregon. In Exhibit 20, the color coding represents the relationship between in-migration and visitation: green denotes high levels of both, yellow signifies high visitation but low in-migration, blue represents high in-migration but low visitation, and gray indicates low levels for both. As demonstrated in Exhibit 20, there is a positive correlation between the concentration and origins of new residents and the concentration and origins of visitors to Deschutes County. New residents appear to value the County as a residence proportionally to visitors who see it as a destination. This suggests today's visitors are likely an important component of future residents. This has been an important part of the marketing by housing developers in Bend for several decades. **As Bend has grown as a popular tourist destination, so too has its attractiveness as a home to new residents.**

Exhibit 20. Origin and Relationship of New Residents and Visitors to Deschutes County



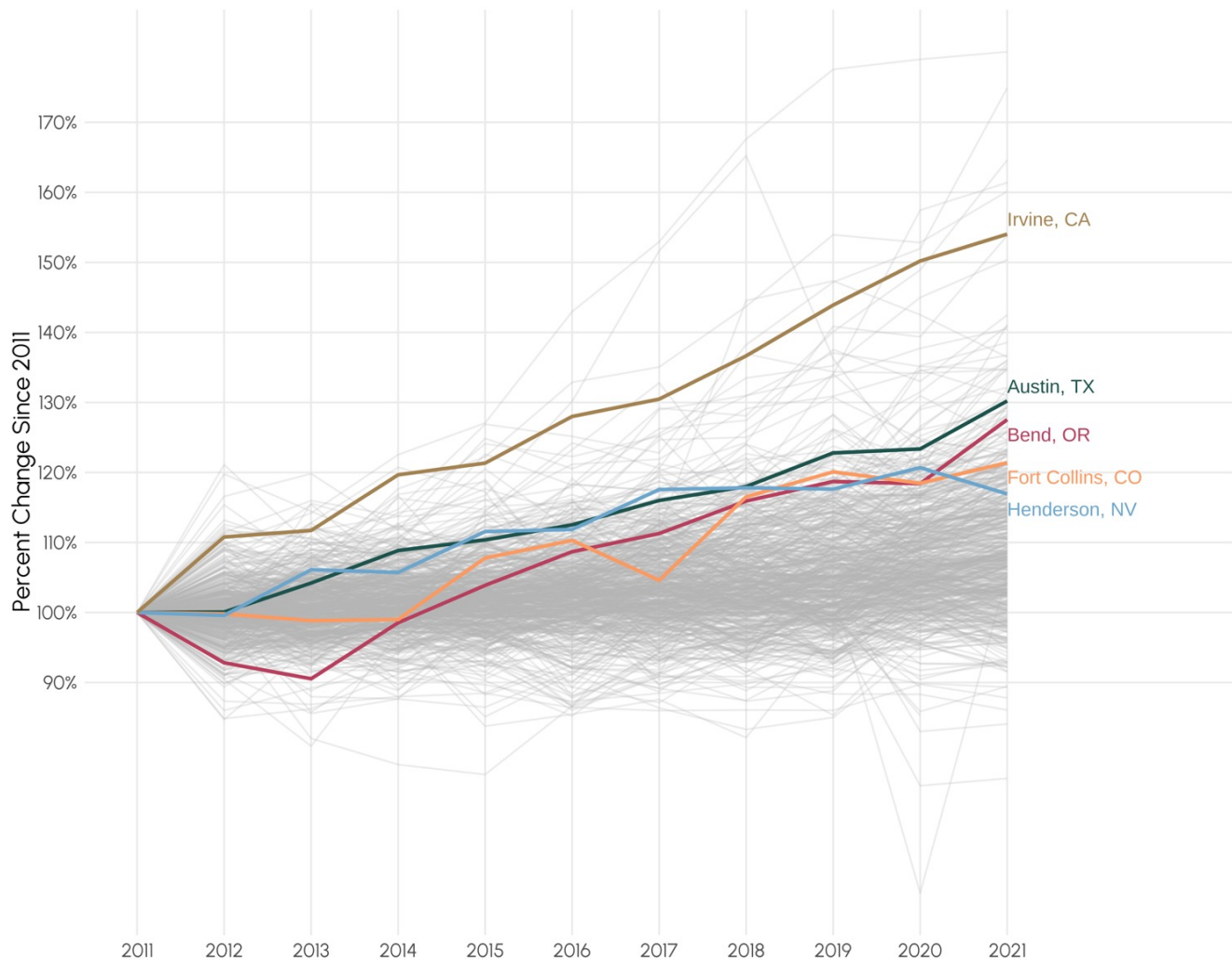
Housing

Population growth with substantial in-migration has also led to challenges in housing needs and production. Bend's housing unit production has roughly kept up with its population growth (30 percent in the last 10 years). Nearly 1 in 4 housing units in Bend were built in the last decade (Exhibit 21), positioning the city in the 90th percentile for

housing production in the United States. This aligns with its popularity as a tourist destination. Although Bend's housing development is not strained, the city faces ongoing challenges related to housing; rising home values do not indicate that housing is more affordable. Moreover, the rapid increase in the share of cost-burdened renters shows that affordable rentals in Deschutes County are less attainable.



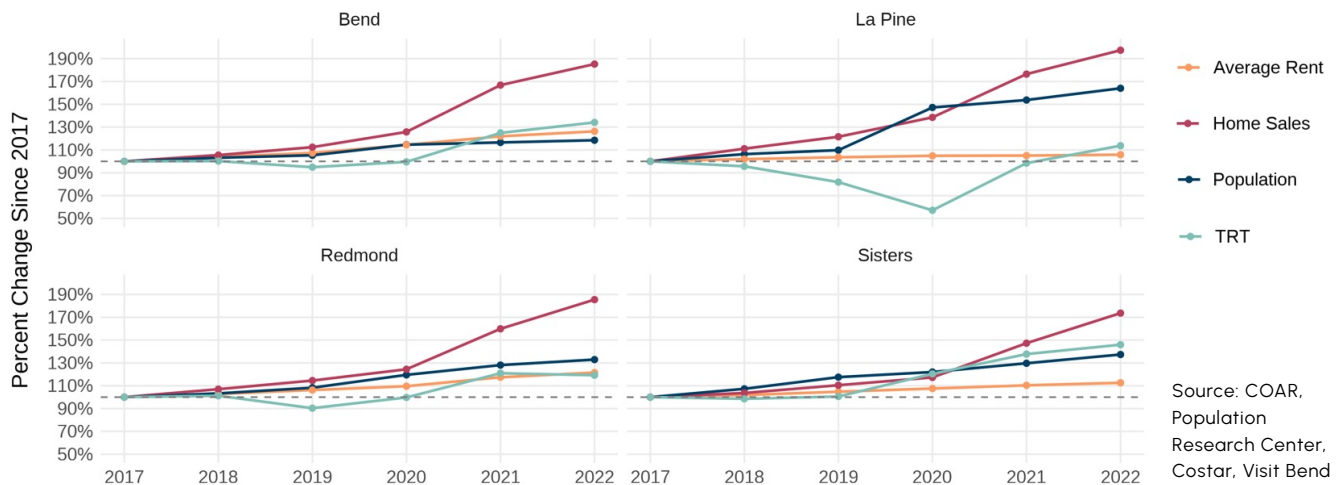
Exhibit 21. U.S. Cities: Housing Production from 2011 to 2021: Bend is in the 93 percentiles among U.S. Cities



Source: U.S. Census Bureau Population Estimates Program & 1-year ACS

As shown in Exhibit 22, TRT revenue in Bend stalled from 2017 through 2020, but it has increased in recent years (130 percent increase since 2017) while population and average residential rent have increased at a similar rate. However, home prices have climbed steeply as the average home sale price in 2022 was over 70 percent higher than the 2017 average. A similar trend in home sales is shown in the nearby cities of La Pine, Redmond, and Sisters.

Exhibit 22. Home Sales in Bend, La Pine, Redmond, and Sisters from 2017 to 2022



Although regional housing unit production is among the highest in the country, home sales in Bend and the greater region have skyrocketed. While there are advantages to this rapid increase, the booming real estate market also presents significant challenges, such as an increased dependence on the rental market among those employed in the tourism sector. Section 4 elaborates on this issue and others in its examination of the benefits and costs of tourism.



Benefits and Costs of Tourism for Bend

Drivers of Tourism

Bend is perhaps best known for its diverse natural landscapes and convenient access to some of the state's most beloved mountains, rivers, and lakes. Visitors can enjoy a variety of outdoor activities year-round, ranging from hiking and climbing to snow sports like cross-country and downhill skiing, snowboarding, and snowshoeing to water activities like rafting, stand-up paddling, and canoeing/kayaking. Those more inclined toward indoor activities can take advantage of Bend's burgeoning cultural scene by visiting museums and galleries, attending music festivals, exploring well-known food and drink spots, and visiting the city's historic district. Data from the Visit Bend summer visitor survey indicates that "outdoor recreation/leisure/sightseeing" is the most commonly reported purpose for visiting the Bend area. The second-most popular is "visiting friends/relatives/social," followed by "special events," "brewery tourism," and so on. Responses from the winter survey showed similar trends, with "outdoor recreation/leisure/sightseeing" ranking first.²⁷

These activities generate market and nonmarket benefits and costs. Market benefits include property tax revenue from in-migration and business development, while nonmarket benefits include consumer surplus from recreation and benefits associated with cultural amenities. Market costs include increasingly unaffordable housing, and nonmarket costs include increased traffic congestion and overshot carrying capacity.

²⁷ Visit Bend (2022). Summer Visitor Survey Results. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/01/Visit-Bend-Summer-EOS-2022.pdf>; Visit Bend (2021-2022). Winter Survey Results. Accessed at: <https://industry.visitbend.com/wp-content/uploads/2024/01/Visit-Bend-Winter-2122-EOS-report.pdf>

Benefits

Market: In-migration and Property Tax Revenue

In some cases, tourism can lead to in-migration, which in turn generates significant market benefits. Examples of tourism-led migration (TLM) range from the migration of young workers filling employment gaps in tourist destinations to the relocation of retirees in pursuit of a more leisurely lifestyle. This relationship not only shapes the demographic landscape of both origin and destination countries but also contributes to the growth and transformation of the tourism industry.²⁸

In the United States in particular, tourism-led migration can be observed in the rise of second homes in tourist destinations. The migration of people to areas with high-quality recreational and tourism resources is referred to as 'amenity migration' and encompasses both permanent and second-home residents.²⁹ Mountain resort communities are an especially popular option for amenity migrants due to their unique combination of tourism and quality of life (QoL) assets. These communities attract individuals seeking recreational and cultural facilities, scenic natural environments, and efficient infrastructure. A subset of these tourism-led amenity migrants comprises individuals who acquire second homes for intermittent or permanent use, raising questions about the QoL effects of their presence in the community.³⁰ In this section of the analysis, we exclusively consider the potential market benefits of tourism-led migration and the potential costs of such migration. The attitudes of long-time

residents toward second-home ownership are addressed elsewhere

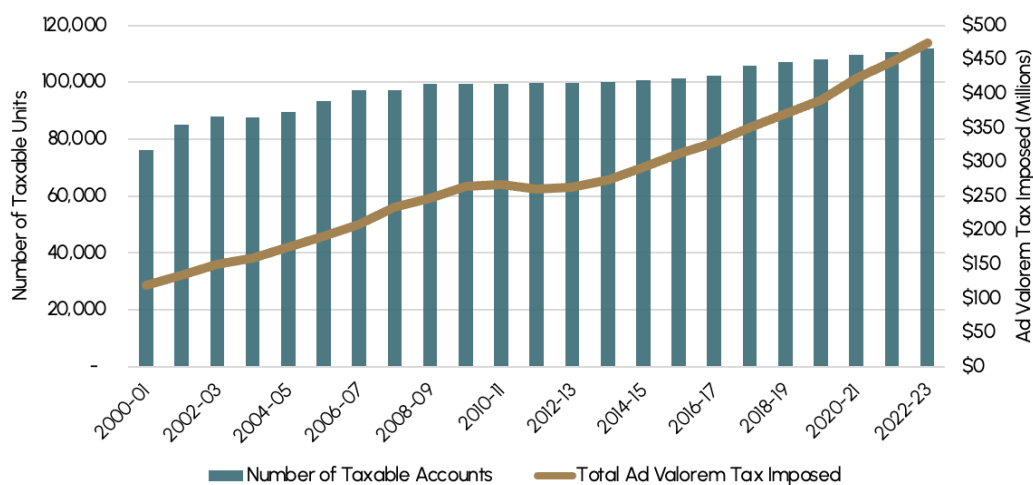
In general, in-migration can give rise to constraints on housing supply, leading to increased housing costs for renters and owners alike. Bend had a net migration rate of 1.19 between 2010 and 2020 and has a projected net migration rate of 1.23 between 2020 and 2030 (see Exhibit 17).

As outlined in **Market Costs: Housing**, in-migration can be significantly burdensome for current renter households in the area and those who wish to become homeowners. The private cost of the housing supply constraints caused by in-migration can be counteracted somewhat by the benefit to the county and city from additional property tax revenue. Since 2010, the total ad valorem property taxes collected by Deschutes County has increased by 5 percent per year on average. Between 2012 and 2022, property tax revenue increased by 80 percent from \$263 million in 2012 to \$474 million in 2022 (Exhibit 23). This increase is 4 percentage points above the increase over the prior decade (2002-2012). These funds help to support essential services and infrastructure within Deschutes County, helping both current and future residents. A variety of fees and alternative revenue sources associated with new construction are developing to directly address affordable housing in Oregon, particularly given the constraints on local government revenue sources.

28 UNWTO. (2010). Tourism and Migration – Exploring the Relationship between Two Global Phenomena. Retrieved from: <https://www.e-unwto.org/doi/book/10.18111/9789284413140>

29 Hall and Williams, 2002; Moss, 2006 in Gill, Alison M. (2012). Tourism-led Amenity Migration and the Transformation of Place: Issues of Affordable Housing. Retrieved from: https://ertr.tamu.edu/files/2012/09/412_Gill.pdf

30 Williams et al. (2016). Tourism-led amenity migration in a mountain community: quality of life implications for Fernie, British Columbia. Retrieved from:

Exhibit 23. Property Tax Revenue and Taxable Accounts, Deschutes County

Source: Deschutes County Assessor, 2000-2023

Market: Business Development

Leisure emerges as the primary motive for tourists visiting Bend, which translates into substantial financial input into local leisure activities such as dining, attending events, and utilizing various services. These expenditures play a crucial role in bolstering the revenues and job market linked to these sectors. Notably, Bend boasts a remarkably high density of small businesses among cities in the United States with a population under 250,000.³¹ As of 2020, there were about 172 small business owners per 1,000 residents, and tourist spending significantly supports these enterprises through discretionary expenditure. Tourist dollars are essential in propelling the economic momentum of a region, as reflected in job creation and gross domestic product (GDP) growth. Nationally, economic analyses indicate a sustained causative correlation between tourism-related output and the country's GDP.³² Hence, investments in tourism-

centric industries, especially those pertaining to food and beverage and accommodation, have the potential to catalyze broader economic expansion over time.

Market: Economic Contributions

Many studies have been conducted in recent years on the economic contributions of tourism spending in Bend. To narrow the scope of contributions of tourism, this analysis considered the economic contributions of two key recreational tourism spots around Bend: Mt. Bachelor and Bend Whitewater Park. Visitors purchase goods and services during recreational trips that provide direct and secondary benefits to Deschutes County's economy. The economic model, IMPLAN,³³ measures the circulation of these dollars through the economy and estimates the contribution of visitor spending in terms of jobs, labor income, and output.³⁴

31 AdvisorSmith. (2020). Cities with the Most Small Business Owners. Retrieved from: <https://advisorsmith.com/data/cities-with-the-most-small-business-owners/>

32 David N. Aratuo, Xiaoli L. Etienne. (2019) Industry level analysis of tourism-economic growth in the United States, *Tourism Management*, Volume 70, Pages 333-340. Retrieved from: <https://www.sciencedirect.com/science/article/pii/S0261517718302127>

33 IMPLAN. (2022). What is IMPLAN? Retrieved from: <https://blog.implan.com/what-is-implan>

34 For additional information on IMPLAN economic effects, see <https://blog.implan.com/understanding-implan-effects>.

We derived visitation estimates from Placer.ai's location analytics tool for Mt. Bachelor and applied both Placer.ai and Bend Park and Recreation District (BPRD) data for Bend Whitewater Park.³⁵ Due to Placer.ai's reliance on cell phone location data, visitors who participate in watersports may be undercounted. Placer.ai visitation is assumed to represent visitors to the surrounding park, participating in activities such as viewing and picnicking, while BPRD visitation is utilized to estimate participants in water activities such as tubing, rafting, and kayaking. Additionally, non-local shares of visitation were determined by Placer.ai data on home location.

Residents and visitors alike purchase goods and services associated with recreation; however, the spending from nonlocal visitors was analyzed to provide an estimate of economic contributions by nonlocal visitors to these amenities. Spending and economic contributions per nonlocal visitor for Deschutes County were developed from a separate study we conducted that included analysis of trips at Deschutes National Forest.³⁶

The nonlocal visitor spending at recreation sites contributes to employment, labor income, and output in sectors that are directly impacted by spending on outdoor recreation (direct effects), those that provide materials and labor to the businesses directly servicing visitors (indirect effect), and those where workers spend resulting wages (induced effect). The sum of these effects accounts for the total contributions associated with nonlocal visitor spending. Total labor income represents the wage and benefits associated with these jobs, and total output refers to the total value of production in these sectors that resulted from visitor expenditures.

Spending from nonlocal visitors to Mt. Bachelor supported nearly 630 total jobs, with an associated labor income of \$27.0 million in 2023 (see Exhibit 24). Across the Deschutes County economy, nonlocal visitors to Mt. Bachelor supported \$72.6 million in total economic output. Nonlocal visitors to Bend Whitewater Park supported a total of 230 jobs and \$26.5 million in economic output for the county.

Exhibit 24. Economic Contributions of Nonlocal Visitation at Mt. Bachelor and Bend Whitewater Park, 2023

| KEY RECREATION SITE | 2023 ANNUAL NON-LOCAL VISITORS | ASSOCIATED ECONOMIC CONTRIBUTIONS | | |
|----------------------|--------------------------------|-----------------------------------|--------------------|---------------|
| | | TOTAL JOBS | TOTAL LABOR INCOME | TOTAL OUTPUT |
| Mt. Bachelor | 292,149 | 629 | \$27,000,000 | \$72,600,000 |
| Bend Whitewater Park | 106,630 | 230 | \$9,800,000 | \$26,500,000 |
| Total | 398,779 | 859 | \$36,800,000 | \$ 99,100,000 |

Source: Placer.ai, 2023; BPRD, 2023; The Economic Importance of Recreation Funding on Central Oregon's National Forests, 2022; ECONorthwest Analysis.

Note: All monetary values in thousands of 2023 dollars.

35 BPRD. (2023). 2023 Summer River Recreation Summary.

36 The Economic Importance of Recreation Funding on Central Oregon's National Forests report, prepared for the U.S. Forest Service by ECONorthwest.

Nonmarket: Consumer Surplus

The economic benefits of outdoor recreation in Bend can also be measured by considering the difference between what an individual is willing to pay for a recreational experience and the actual cost incurred. This difference in value, above and beyond necessary expenditures, is referred to as consumer surplus. Consumer surplus values are typically formulated on the basis of peer-reviewed studies that apply well-established empirical economic methods to estimate the average value a trip participant receives net of trip expenses. Actual benefits for any individual trip can differ significantly, even for the same repeat participant. For this reason, most economic methods strive to calculate an average value that is weighted for applicability across the full set of trips.

The consumer surplus associated with recreation is specific to individual activities. Consumer surplus values from published literature for relevant recreation types and similar geographic characteristics are applied to the study area in what is known as a benefit transfer, a widely accepted method for estimating site-specific consumer surplus values in the absence of a primary study.

The U.S. Forest Service (USFS) 2017 study includes the most recent values of consumer surplus by activity and forest service region.³⁷ The study area of this analysis—namely Bend Whitewater Park and Mt. Bachelor—is near or within National Forest Region 6 (Pacific Northwest).

To derive the total consumer surplus value associated with each activity in the study area,



average consumer surplus values for each recreational activity are applied to the total (local and nonlocal) visitation estimates identified using Placer.ai's location analytics tool and BPRD and activity participation rates identified in the literature. Breakdown by activity type was not available for Mt. Bachelor, so we applied participation rates by activity measured on Mt. Hood (a comparable outdoor recreation hub).³⁸ Certain activities on Mt. Hood were not relevant (e.g., road biking) and were excluded from the activity participation rates used for Mt. Bachelor. Activity participation rates recorded by Bend Park and Recreation District were used for Bend Whitewater Park.³⁹ Exhibit 25 and Exhibit 26 integrate activity participation counts with consumer surplus values for Bend Whitewater Park and Mt. Bachelor, respectively, displaying the total annual consumer surplus supported by outdoor activities and outdoor recreation infrastructure in the years 2021 through 2023. Typically, the unit of baseline visitation is converted from trips to activity days prior to application. In this case, data on trip length for the two sites included in this analysis are not available, so per-day consumer surplus estimates are applied to trips as opposed to activity days. Estimates are therefore likely a lower bound.

³⁷ Rosenberger, Randall S.; Eric M. White; Jeffrey D. Kline; Claire Cvitanovich. (2017) Recreation Economic Values for Estimating Outdoor Recreation Economic Benefits From the National Forest System. USDA. Accessed at: https://www.fs.usda.gov/pnw/pubs/pnw_gtr957.pdf

³⁸ Travel Oregon. 2020. Mt Hood Area Visitor Survey Final Results. Accessed at: <https://industry.traveloregon.com/wp-content/uploads/2019/08/Mt-Hood-Area-Visitor-Study-Final-Report-1.pdf>

³⁹ Bend Parks and Recreation District. 2020. Deschutes River Access and Habitat Restoration Appendices. Accessed at: <https://www.bendparksandrec.org/wp-content/uploads/2021/10/BPRD-Deschutes-River-Access-and-Habitat-Restoration-Appendices-WEB-01-03.pdf>

**Exhibit 25. Consumer Surplus by Activity, Bend Whitewater Park, 2021 to 2023**

| ACTIVITY | TOTAL CONSUMER SURPLUS | | |
|----------------------------------|------------------------|---------------------|---------------------|
| | 2021 | 2022 | 2023 |
| Tubes/Rafts | \$22,250,000 | \$20,210,000 | \$20,520,000 |
| Wadding/Swimming | \$7,340,000 | \$6,670,000 | \$6,770,000 |
| Viewing | \$5,980,000 | \$5,430,000 | \$5,510,000 |
| Kayak, Paddleboards, and Surfing | \$1,990,000 | \$1,810,000 | \$1,840,000 |
| Other | \$1,270,000 | \$1,150,000 | \$1,170,000 |
| Total | \$38,820,000 | \$35,270,000 | \$35,820,000 |

Source: Rosenberger et al. (2017), Placer.ai (2023), Bend Parks and Recreation District (2020, 2021, 2022, 2023), ECONorthwest Analysis

Note: All monetary values in thousands of 2023 dollars.

Exhibit 26. Consumer Surplus by Activity, Mt. Bachelor, 2021-2023

| ACTIVITY | TOTAL CONSUMER SURPLUS | | |
|----------------------------------|------------------------|---------------------|---------------------|
| | 2021 | 2022 | 2023 |
| Snowsports (skiing, snowshoeing) | \$32,820,000 | \$36,560,000 | \$32,650,000 |
| Hiking/Trail Running | \$23,580,000 | \$26,270,000 | \$23,460,000 |
| Mountain Biking | \$10,270,000 | \$11,440,000 | \$10,220,000 |
| Other | \$8,800,000 | \$9,800,000 | \$8,750,000 |
| Total | \$75,480,000 | \$84,080,000 | \$75,090,000 |

Source: Rosenberger et al. (2017), Placer.ai (2023), Travel Oregon (2018), ECONorthwest Analysis.

Note: All monetary values in thousands of 2023 dollars.

In 2023, total consumer surplus from outdoor activities amounted to approximately \$35.8 million for Bend Whitewater Park and \$75.1 million for Mt. Bachelor. These values represent the consumer surplus associated with activities at only two of the many recreational areas in and around Bend. Numerous recreational pursuits occur in sites not factored into this analysis.

Nonmarket: Cultural Amenities

The Bend region is home to a range of cultural amenities, such as the High Desert Museum and galleries showcasing the work of local artists; seasonal music festivals and major outdoor music events at the Hayden Homes Amphitheater; and a variety of events oriented around food, drink, and community building. Although the city is renowned for its outdoor recreation, these amenities provide residents and visitors alike with opportunities to engage with the city in new ways.

Findings from surveys conducted by Visit Bend in the summer of 2022 and the winter season of 2021/2022 underscore the significance of tourism for cultural establishments in the city and vice versa.

^{40 41} In particular, the summer survey showcases the important role of cultural amenities in the overall tourism landscape. Respondents were asked to specify activities that they planned to undertake or had undertaken during their visits to Bend. Fifty-four percent listed "brewery visit/Bend Ale Trail," 30 percent listed "music/nightlife," 27 percent listed "arts/cultural," and 21 percent listed "museums." Furthermore, more than half of the respondents had visited Downtown Bend, the historic Old Mill Shopping District, and various breweries at least once during their visit, emphasizing the widespread popularity of these destinations among visitors. Taken together, these statistics imply that engagement with cultural venues and related events constitute an important component of tourism in Bend.

Many of these amenities are supported financially by the Bend Cultural Tourism Fund (BCTF), a grant program funded by Visit Bend that aims to

boost Bend's economy through cultural tourism opportunities. The fund has sponsored various cultural initiatives, including the Winter Pride Fest, BendFilm, Juneteenth, the Author! Author! series, exhibits at the Deschutes Historical Museum, and the Bend A Cappella Festival.

Some of the potential benefits of these cultural amenities are revealed in the fund's application criteria. Visit Bend aims to endorse events and projects that, with their allocated funding, can enhance Bend's quality of life, increase the city's appeal for attracting long-term investments, enrich and cultivate Bend's arts and cultural assets, diversify the city's tourism offerings, and establish Bend as a premier cultural tourism destination.

Bend's tourism industry generates substantial benefits for the city. As demonstrated above, tourism-led migration contributes to increased property tax revenue, supporting essential services and infrastructure. Moreover, business development in Bend—driven primarily by leisure tourism—contributes significantly to local businesses and economic growth. Aside from these market benefits, recreation and cultural amenities generate significant nonmarket benefits to residents and tourists alike, which are essential to the city's personality and appeal.

Many of these benefits are scalable, with market and nonmarket returns tied to visitation levels. However, it is important to note that the costs and consequences of tourism are similarly scalable. While the increase in visitation to Bend helps the city flourish, it also presents several challenges for residents.

⁴⁰ Visit Bend and RRC Associates. 2022. Visit Bend Visitor Survey Summer 2022 Results. <https://industry.visitbend.com/wp-content/uploads/2024/01/Visit-Bend-Summer-EQS-2022.pdf>

⁴¹ Visit Bend and RRC Associates. 2022. Visit Bend Visitor Survey Winter 2021-2022 Results. <https://industry.visitbend.com/wp-content/uploads/2024/01/Visit-Bend-Winter-2122-EQS-report.pdf>

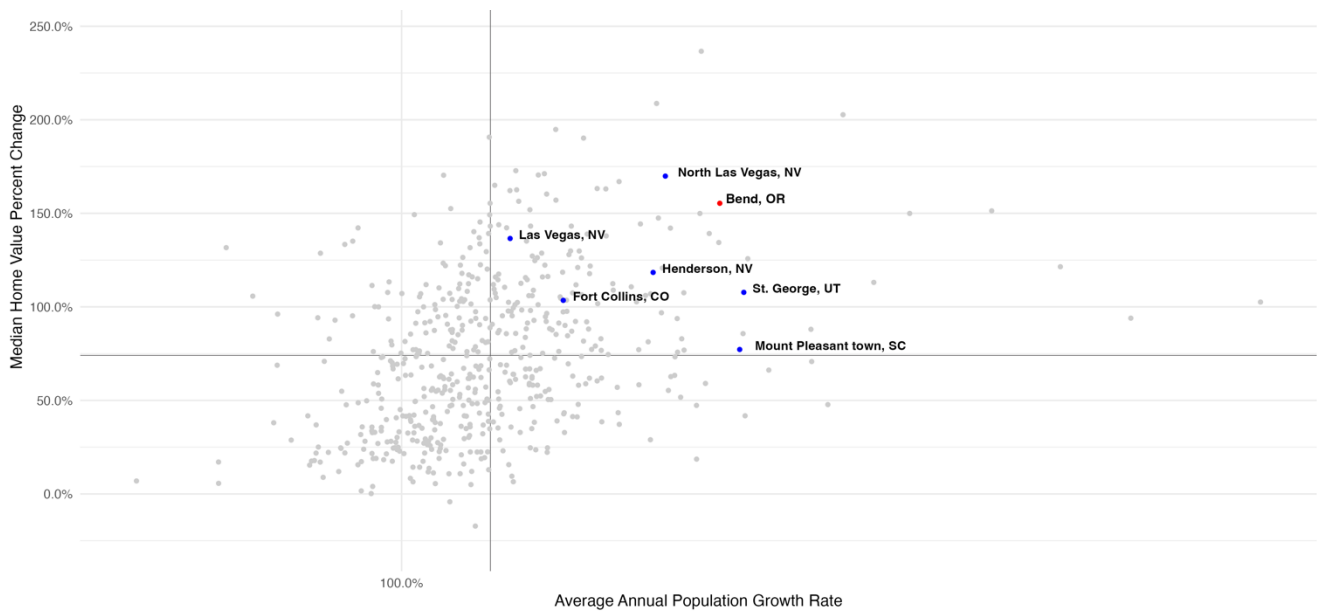
Costs

Market: Housing

Housing costs generally show a positive association with population growth, which is increasingly driven by migration patterns. The rate of growth often reflects the desirability of a location.

When comparing Bend to its peer cities, the influx of new residents drawn by its appeal is intensifying the competition in the housing market (Exhibit 27). Additionally, Bend faces unique pressures from seasonal residents and tourists, which further inflates housing costs. This dynamic is particularly evident when considering the proportion of vacant homes owned by nonresidents within the City of Bend, as demonstrated in the related scatterplot (Exhibit 28).

Exhibit 27. Population Growth and Median Home Value Percent Change: 2011 to 2022



Data Source: 2021 1-year ACS and 2011 1-year ACS

Source: 2021 1-year ACS and 2011 1-year ACS

The increasing competition for housing in Bend is intensified not only by resident demand but also by seasonal visitors and tourists, a dynamic more pronounced than in most other U.S. cities. This heightened demand is further illustrated by the disproportionate share of homes that remain vacant, occupied by nonresidents, which contributes to the marked escalation in home values and underscores the growing pressure on Bend's real estate market. Vacant homes are classified as those occupied for less than half of the year. Data suggests that a considerable segment of the housing market is held by nonresidents, likely used as seasonal residences or rentals. A 'Non-Resident' is defined as someone who indicated that the property was not their full-time or primary residence at the time of the survey. An occupied unit refers to a household staying in that unit for the majority of the year. This situation underscores the pressure on Bend's housing market and highlights the impact of tourism on residential real estate dynamics.

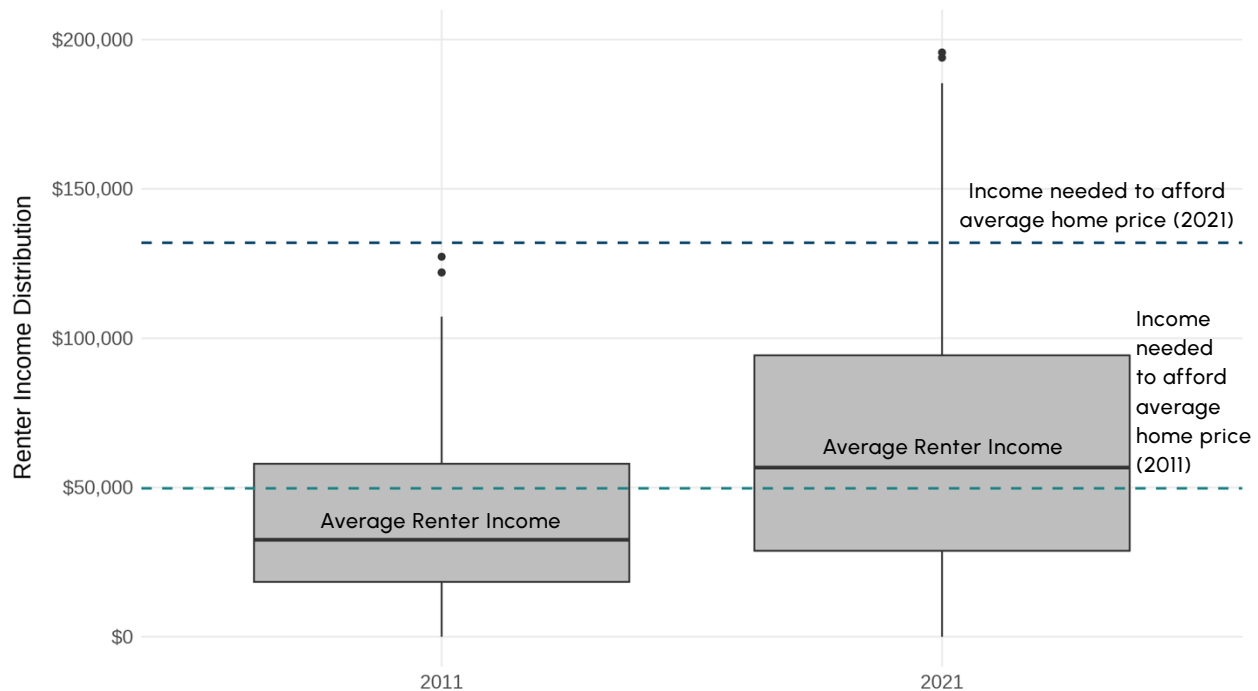
Exhibit 28. Matrix: Share of Vacant Homes Occupied by Nonresident and Change in Home Value; 2011 to 2021

Source: 2021 1-year ACS and 2011 1-year ACS

The influence of tourism on Bend's housing market is clear, with ripple effects impacting the wider Deschutes County in terms of housing affordability. A decade ago, a renter household in Deschutes County had a one in three chance of affording a home purchase. Fast forward to 2021, and the landscape of affordable homeownership has altered dramatically, with the vast majority of renters finding themselves priced out of the

market. Despite a 64 percent increase in renter median household income over ten years, this pales in comparison to the steep 250 percent rise in median home sale prices. As a result, the share of renters with the financial capability to purchase a home dropped sharply, with only one in twelve able to afford homeownership, indicating a significant decrease in affordability (Exhibit 29).



Exhibit 29. Renter Income Distribution in 2011 and 2021, Deschutes County

Source: 2021 1-year ACS and 2011 1-year ACS

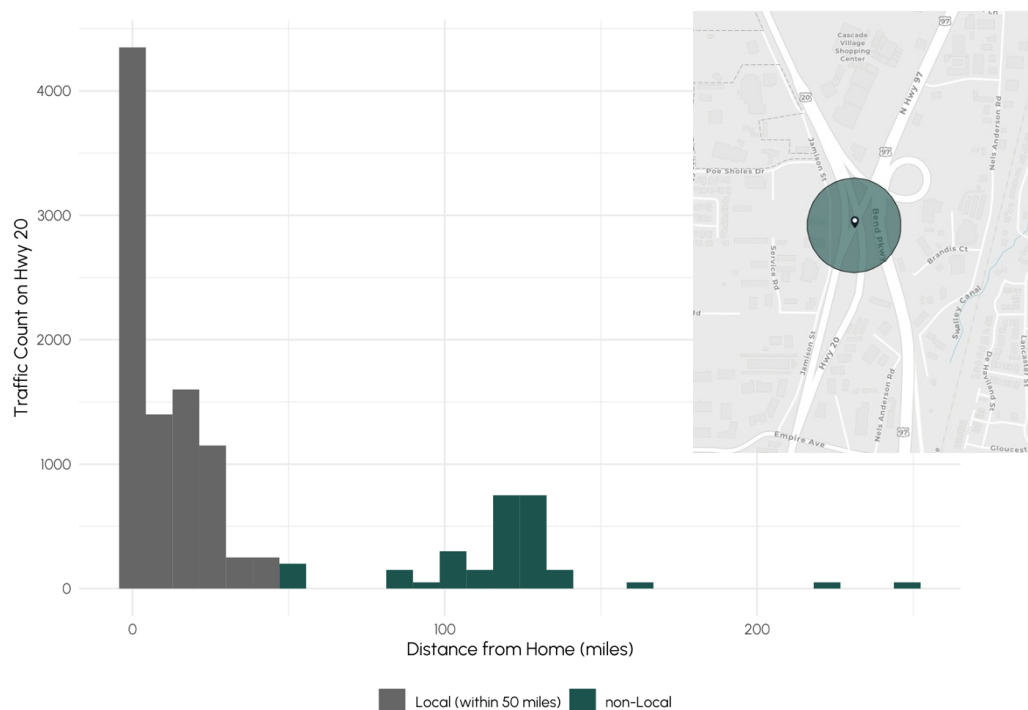
Over the past ten years, housing in Deschutes County has not only become less affordable but those employed in the tourism sector have increasingly relied on the rental market. Specifically, 35 percent of workers in this industry are renters, a figure that is 35 percent higher than the overall rental rate for the region's workforce, which stands at 26 percent.⁴²

This divergence between earnings and home costs is not just a local issue; it reflects a broader national trend. However, Bend and the broader Deschutes County area face unique challenges that cannot be addressed simply by increasing the housing stock. The allure of Bend as a destination has led to a situation where traditional solutions fall short, necessitating innovative approaches to ensure sustainable living conditions for residents amidst the pressures of a thriving tourism industry.

Nonmarket: Congestion

Congestion is considered a negative externality with increasing visitation- increasing travel time, traffic accidents, environmental pollution, and fuel consumption all negatively contribute to the well-being of visitors and residents. A total of around 12,000 people experienced traffic congestion on Highway 20 in 2022, of which 37 percent were Bend residents, according to home location data from Placer.ai. The distribution in Exhibit 30 suggests that traffic congestion counts of around 12,000 people on Highway 20 in 2022 and they are mostly from drivers who live close to Bend, with some distribution from non-locals (people living outside of a 50-mile radius of Bend). This aligns with 2022 and 2023 resident perceptions of tourism; respondents highlighted traffic and overcrowding as two of the top costs of tourism.

⁴² ECONorthwest's analysis. 2021 1-year ACS

Exhibit 30. Origin of Drivers in Congesting Highway 20

Source: ECONorthwest analysis of Placer.ai January 2023 to November 2023.

Private costs associated with increased congestion include fuel costs and time costs for drivers and passengers. According to the Texas A&M Transportation Institute, the private cost per hour of congestion for small urban areas ⁴³ is \$20.17 in 2020 dollars (\$23.98 adjusted to 2023 dollars).⁴⁴ If those 12,000 Bend residents and visitors experienced only one hour of congestion in 2022, the total private cost of congestion on Hwy 20 would be \$287,760 (2023 dollars). Although literature specific to City of Bend is unavailable, the report outlines the total cost of congestion for only one Oregon area, Salem. The total cost of congestion in Salem, Oregon, in 2019 totaled \$164 million in 2019 (\$191 million adjusted to 2023 dollars).⁴⁵ In addition, public costs associated with traffic congestion include

increased greenhouse gas emissions and road maintenance. The monetized value of mortality attributable to traffic congestion related exposures to fine particulate matter (PM_{2.5}) concentrations is projected to reach \$100 billion by 2030 across the United States.⁴⁶ The Deschutes County Road Department handles the ongoing operation and maintenance of roads within the county. Between 2017 and 2022, the annual Road Department budget ranged between \$23 and \$30 million (see Exhibit 31). Deschutes County Road Department received a budget of \$23 million for FY 2021-2022. Assuming that there are 10 highways that affect travelers at a similar level as Highway 20, the County would spend \$192 per traveler on road maintenance due to congestion.⁴⁷

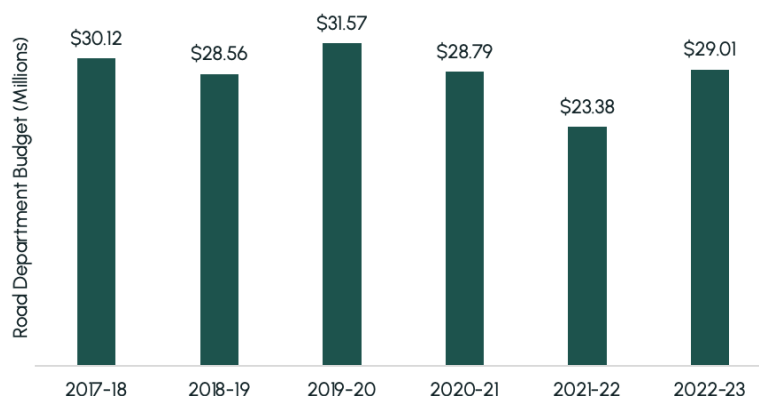
⁴³ Less than a population of 500,000.

⁴⁴ Schrank, David et. al. (2021) Texas A&M Transportation Institute: 2021 Urban Mobility Report. Retrieved from: <https://static.tti.tamu.edu/tti.tamu.edu/documents/mobility-report-2021.pdf>

⁴⁵ Ibid.

⁴⁶ Levy, J.I., Buonocore, J.J. & von Stackelberg, K. (2010). Evaluation of the public health impacts of traffic congestion: a health risk assessment. *Environ Health* 9, 65 Retrieved at: <https://doi.org/10.1186/1476-069X-9-65>

⁴⁷ Deschutes County Infrastructure Spending.

Exhibit 31. Deschutes County Road Department Budget, 2017-2022

Source: Deschutes County Budget, 2017-2022

Nonmarket: Carrying Capacity

Within tourism management, 'carrying capacity' is a concept used to consider the maximum number of visitors that can be accommodated in a destination at once without causing harm to the physical, economic, or sociocultural environment and without negatively impacting visitor satisfaction.⁴⁸ Resident sentiment toward tourism can also be affected when public resources are highly congested and are perceived to be reaching their carrying capacity. With Bend's rising popularity as a tourist hotspot, it's crucial to consider this concept as a potential nonmarket cost.

Carrying capacity, like other dimensions of congestion, is the result of several factors from both the supply and the demand side. While recreation and tourism-related resources can be a limiting factor in the short run, development can increase the overall supply, increase the capacity of existing infrastructure, and develop programs to manage demand through prices, permits, or usage rules such as directional trails. Demand can vary as well, and a sense of congestion can be quite different for a rural Oregonian than a visitor from a major city. Demand also plays a factor in terms of suitability

of substitutes across time, space, and activity. For example, choosing recreation sites that are less popular, less well-known, involve longer travel times, and operate during nonpeak hours are a few strategies to avoid congestion and functionally increase an area's realized carrying capacity. With hundreds of miles of trails and thousands of miles of dirt roads within Deschutes County, Bend visitors and residents have extensive opportunities to avoid congestion.

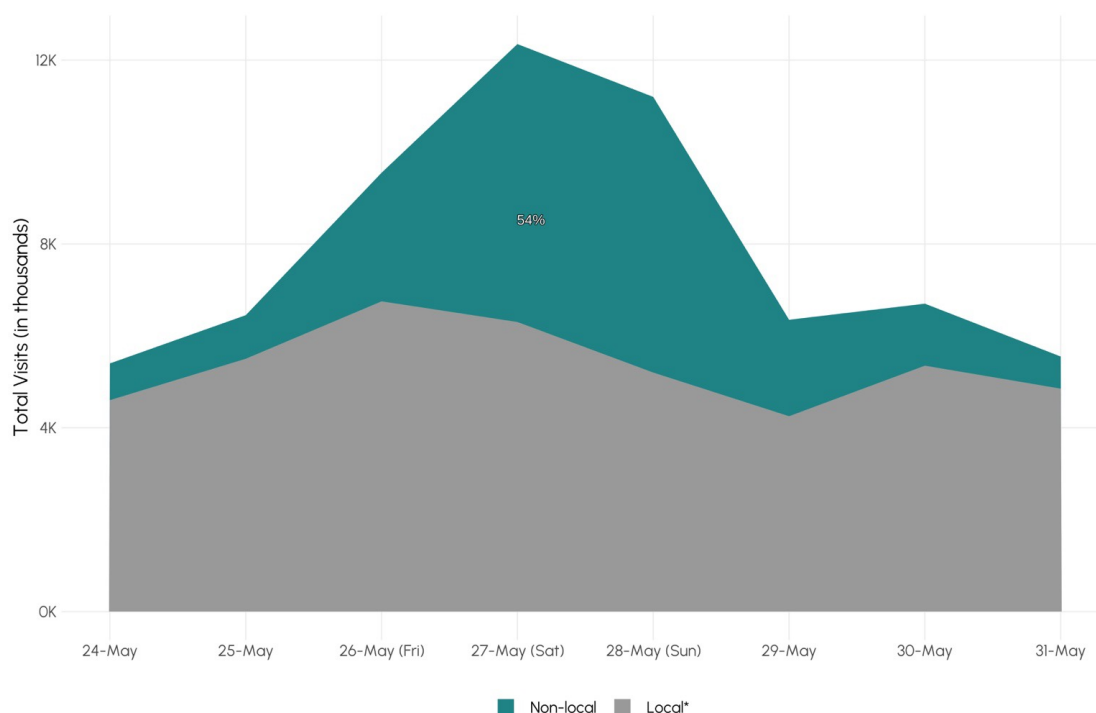
A sense of congestion and limits on carrying capacity can be most acute for key locations, times, and activities where substitutes do not exist. Mt. Bachelor on a powder day, Bend Whitewater Park in the summer on a hot weekend afternoon, and Downtown Bend for special events can all feel like carrying capacity is reached. Investigating periods of peak demand can highlight the relationship of visitors to carrying capacity in Bend.

Exhibit 32 illustrates visitor counts in Downtown Bend during the week of Memorial Day, which had the peak measured visitation downtown for all of 2023. There is a significant overall uptick in visits over this holiday weekend. Before the weekend, tourists made up less than one-fifth of downtown visits. However, during the weekend—especially on

48 UNWTO. (1981). Saturation of Tourist Destinations: Report of the Secretary General. Madrid: World Tourism Organization. Retrieved at: <https://www.e-unwto.org/doi/pdf/10.18111/unwtogad.1981.1.un406362r557g40k>

Saturday, when 54 percent of visits were non-local—the total surged to 12,000, with most visitors traveling from over 50 miles away. Of particular note, as with the earlier charts demonstrating annual and monthly visitation (Exhibit 11 and Exhibit 12), daily data show that, on average, local use is the majority. However, the daily data also reveal that peak demand periods see large increases in tourists, while residents show less fluctuation. It likely doesn't make economic sense from a benefit-cost investment perspective to build infrastructure for peak demand that rarely occurs. But it does make sense to begin identifying and implementing policies to manage growing demand in ways that better utilize existing capacity until benefits are so limited or demand is so great that new capital investments are needed.

Exhibit 32. Visitation to Downtown Bend during the Week of Memorial Day 2023



Source: ECONorthwest analysis of Placer.ai data from May 24 to May 31, 2022, in Downtown Bend.

*Locals are people who live within 50 miles of Bend.

Both of these processes are already underway in Bend as policies and programs help manage demand through parking fees, permits, directional trails, and public transportation. Additionally, capacity is increasing and infrastructure is hardened to bear greater demand through new trails and parks, hardened river access points (to reduce erosion and habitat impacts), the continued new housing construction across Bend, and highway capacity expansion. It will be important to continue monitoring the effects of increasing demand from residents and visitors alike, detecting problematic

congestion or other signs of strained capacity, and generally evaluating available demand-side options in the short run while keeping an eye toward needed supply-side investments in the longer term. This can involve establishing metrics for key areas of congestion concern, such as frequency of traffic delays of a certain length on key travel routes, frequency of no parking availability at prominent locations (e.g., downtown, trailheads), or use levels of public resources that degrade the experience (e.g., use numbers on key trails or the river float sections).

Sustainable Tourism in Bend

Interpreting Sustainability

Sustainability is commonly grounded in three foundational pillars: society, economy, and environment. Social sustainability aims for fair development, safeguarding human rights, and improving access to education and health care while reducing poverty. Economic sustainability advocates for a robust economy that promotes responsible consumption and production. Environmental sustainability focuses on conserving natural resources, protecting ecosystems, and reducing pollution and degradation.⁴⁹

While the tri-pillar model is prevalent, this section introduces additional frameworks to aid Visit Bend in crafting more comprehensive sustainability strategies. To operationalize sustainability, the proceeding sections will examine concepts of weak and strong sustainability, the role of substitution, and the importance of resilience, thereby positioning sustainability within a practical and actionable context.

Sustainability and Substitution

Substitution plays a pivotal role in sustainability, referring to the exchange of one resource or type of capital for another. The degree to which natural capital can be replaced by human-made capital is a crucial consideration in sustainability efforts.

Two leading perspectives, based on substitution, offer distinct views on what constitutes a sustainable world. **Weak sustainability**, conceptualized by Robert Solow and John Hartwick, focuses on preserving the aggregate stock of human and natural capital. This school of thought speculates that human capital, like knowledge and technological prowess, can largely replace natural capital, which includes biodiversity and ecosystem functions.

⁴⁹ (Purvis, Mao, and Robinson 2019)



The weak sustainability model is underpinned by the principle of intergenerational equity, which aims to ensure resource distribution fairness across generations. From this viewpoint, sustainability is attained if the total capital stock remains unchanged, suggesting that economic gains could compensate for environmental loss.⁵⁰ For example, financial measures to counteract greenhouse gas emissions might be considered adequate to address global warming, with the expectation that future technology will provide optimal solutions to address environmental issues.

Conversely, Herman Daly's **strong sustainability** framework contends that natural capital is essential and largely non-substitutable by human capital. This approach recognizes that certain elements of natural capital are fundamental for human well-being and are classified as ecosystem services.⁵¹ Strong sustainability does not mandate the conservation of all ecosystem services but promotes the preservation of those critical to life and human prosperity.

For tourist destinations, discerning between substitutable and non-substitutable capitals is crucial. **Substitutable capitals** may encompass certain infrastructures or technologies that enhance efficiency and reduce environmental footprints without undermining sustainability objectives. Conversely, **non-substitutable capitals**, like specific

natural resources, unique biodiversity, and cultural heritage, are invaluable and must be preserved to ensure the destination's long-term sustainability.

Sustainability and Resilience

Resilience (an extension of the tri-pillar sustainability approach) is the ability to swiftly rebound from challenges, and it has gained importance as a component of sustainability, particularly as a countermeasure to climate change impacts.⁵² In community development, while sustainability typically emphasizes the preservation of traditional resource usage and environmental knowledge, resilience focuses on adapting to novel conditions, fostering environmental innovation, and enhancing living standards and employment opportunities.⁵³

Within the tourism sector, resilience is the capacity of tourism entities to adapt to and recover from disruptions, particularly those related to climate change or other significant global shifts.

Climate resilience in tourism involves the design of infrastructure and adoption of practices that are robust against extreme weather events, sea-level rise, and other climate-driven challenges.

Community resilience, on the other hand, empowers local populations to navigate changes in tourism trends, ensuring their economic and social welfare even amidst fluctuating circumstances.

⁵⁰ (Solow 1986)

⁵¹ ((Ekins et al., 2003; Dedeurwaerdere, 2013) in United Nations 2015).

⁵² Carnow, Adam. 2022. "Resilience and Sustainability, the Definitions, Difference, and Applicability of GIS." Industry Blogs (blog). July 8, 2022. <https://www.esri.com/en-us/industries/blog/articles/resilience-and-sustainability-the-definitions/>.

⁵³ Marchese, Dayton, Erin Reynolds, Matthew E. Bates, Heather Morgan, Susan Spierre Clark, and Igor Linkov. 2018. "Resilience and Sustainability: Similarities and Differences in Environmental Management Applications." *Science of The Total Environment* 613–614

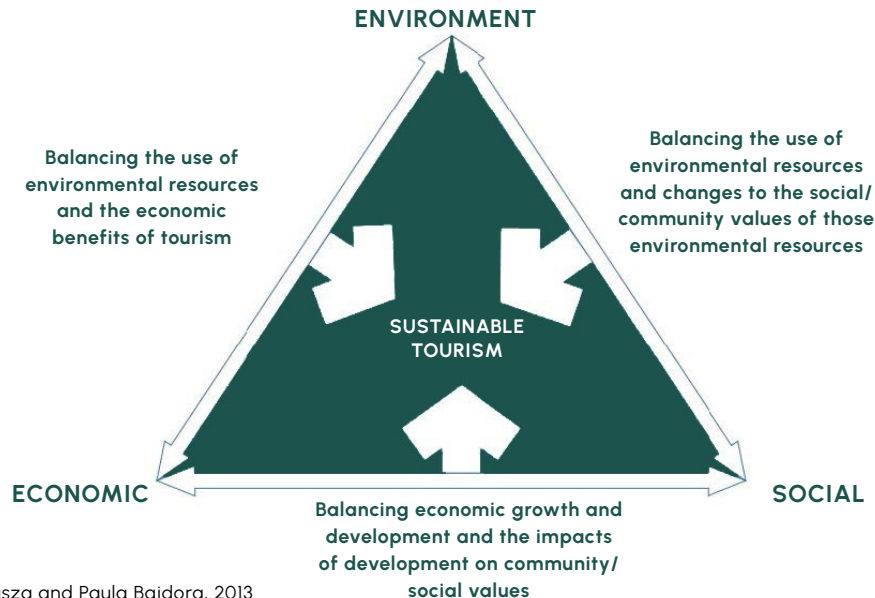
Sustainable Tourism

Broad Perspectives on Sustainable Tourism

Tourism ranks among the world's most significant economic sectors. In 2022, the travel and tourism industry accounted for 7.6 percent of the global GDP, marking a 22 percent increase from the previous year. This sector was also responsible for creating 22 million new jobs, showing a 7.9 percent growth despite the adversities presented by the COVID-19 pandemic.⁵⁴ The sector plays a pivotal role in invigorating communities worldwide by generating employment, income, tax revenue, and hard currency.⁵⁵ Nevertheless, the industry has also been a factor in environmental degradation and adverse social and cultural impacts.⁵⁶

The concept of **sustainable tourism** was first articulated by the United Nations World Tourism Organization (UNWTO) in 1996, defining it as an approach to tourism management across all sectors that fulfills the economic, social, and environmental needs while fostering cultural integration, respecting ecological processes, conserving biodiversity, and supporting societal development.⁵⁷ Extending from the UNWTO's sustainable development concept, sustainable tourism not only addresses the needs of current tourists but also those of future generations. The foundational idea of sustainable tourism is predicated on a tri-pillar approach, which is detailed in Exhibit 33.

Exhibit 33. Sustainable Tourism Framework



Source: Grabara K. Janusza and Paula Bajdora, 2013

54 Economic Impact Research (2022). World Travel & Tourism Council (WTTC). Accessed at: <https://wttc.org/research/economic-impact#:~:text=In%202022%2C%20there%20were%2022,still%2040.4%25%20behind%202019%20numbers.>

55 Sirakaya, E., T. Jamal, and H. S. Choi (2001). "Developing Tourism Indicators for Destination Sustainability." In *The Encyclopedia of Ecotourism*, edited by D. B. Weaver. New York: CAB International, pp. 411–32.

56 Choi, H.C. and Sirakaya-Turk, E. (2006). Measuring Residents' Attitude toward Sustainable Tourism: Development of Sustainable Tourism Attitude Scale. *Journal of Travel Research* 43(4):380–394. doi:10.1177/0047287505274651

57 Janusza, K. G. and Bajdora, P. (2013). Towards to Sustainable Tourism Framework, Activities and Dimensions. *Procedia Economics and Finance*. doi: 10.1016/S2212-5671(13)00170-6



Sustainable Community Tourism

Sustainable community tourism (SCT) serves as a strategic framework tailored for local communities to enhance the sustainability of tourism and its local economic impacts. The objective of SCT is to elevate the quality of life for residents by maximizing local economic benefits, safeguarding the natural and built environments, and ensuring that visitors have enriching experiences. This concept, as highlighted by several research articles, involves creating enduring economic connections between destination communities and industries, reducing tourism's adverse effects on the environment, and enhancing the social and cultural welfare of the destination communities.⁵⁸

In the practice of sustainable community tourism, inclusive and collaborative decision-making is paramount. This process necessitates engagement from a wide range of stakeholders at all tiers of planning and policymaking. It requires a concerted effort among governments, NGOs, local residents, the tourism industry, and professionals to

collectively decide on the nature and extent of tourism that is appropriate for the community. To facilitate this, community leaders and planners are tasked with providing educational resources and programs, such as workshops, to all parties involved. These initiatives aim to foster public and political consciousness about the strategic planning and preservation of community tourism resources.⁵⁹

Crafting a Sustainable Future: Bend's Tourism Strategy

This section aligns the sustainability pillars with Visit Bend's sustainability framework, as illustrated in Exhibit 34, with the broader theoretical discourse on sustainability and sustainable tourism. Visit Bend's framework—which centers around the economy, people, and place—echoes the widely accepted definition of sustainability that incorporates economic, social, and environmental elements. This conception is in harmony with the sustainability interpretation proposed by Purvis, Mao, and Robinson (2019) and adheres to the principles set forth by the World Travel & Tourism Council (WTTC) in 1996.

58 Bramwell & Lane (1993), Hall & Lew (1998), McIntyre (1993), Stabler (1997), and UNCED (1992) in Choi, H.C. and Sirakaya-Turk, E. (2006). Measuring Residents' Attitude toward Sustainable Tourism: Development of Sustainable Tourism Attitude Scale. *Journal of Travel Research* 43(4):380-394. doi:10.1177/0047287505274651

59 Sirakaya et al. (2001)

Exhibit 34. A Balanced Bend- Sustainability Framework in Bend



Source: Visit Bend

► These three pillars of sustainability are further defined by Visit Bend as:



Economy

A strong and resilient economy benefits all members of our community. When our economy thrives, we can reinvest into those places that make our community unique and are enjoyed by all who spend time in Bend.



People

We strive to nurture a safe and supportive community that is inclusive and welcoming by investing in projects that are geographically diverse, support historically harmed communities and provide opportunity for experiences for all.



Place

Outdoor recreation is a main driver for people to visit and live in Bend. Climate change mitigation, management of water resources and responsible human recreation balance with wildlife, are key elements of fostering a sustainable future for our environment. We acknowledge the need for, and are working towards, solutions to ensure the protection of the places we play.

Incorporating the concepts of sustainability and sustainable tourism into Bend's tourism strategy brings to light two additional critical considerations beyond the traditional tri-pillar model. Firstly, the question arises as to which elements within Bend's tourism sector are deemed non-substitutable. Identifying irreplaceable components such as essential natural resources, unique biodiversity, and cultural heritage is vital for future policymakers in determining priority areas for conservation to ensure environmental stewardship and long-term sustainability.

Secondly, the challenge lies in how Bend can foster resilience in response to a changing climate. Recognizing that both climate and community resilience are integral to each dimension of the tri-pillar model, it is crucial for Bend to establish principles that enable local communities to sustain economic and social well-being in the face of climatic shifts. The discourse on resilience could take inspiration from the sustainable community tourism model, which advocates for a collaborative decision-making process. This involves engaging multiple stakeholders—government entities, NGOs, community members, various industries, and professionals—at every level of planning and policy formulation.

Challenges Facing Sustainable Tourism in Bend

A prevalent challenge in rapidly growing tourist destinations is managing local residents' perceptions, which can often skew negative. The task of balancing tourism growth with the well-being of residents presents potential obstacles to sustainable tourism strategies. In Bend, about half of the community believes that tourism's drawbacks surpass its benefits.⁶⁰ Issues commonly cited by residents include increased traffic congestion and a deepening housing crisis.

Surveys gauging resident sentiment are crucial for understanding the impact of tourism on local communities. These surveys typically reveal a complex mix of attitudes, encompassing both the positive contributions and the negative ramifications of tourism. The Bend Resident Sentiment Survey conducted by the Oregon State University Sustainable Tourism Lab in 2023 showed a divided stance among locals: approximately 47

percent of respondents perceived that the costs associated with tourism were greater than its benefits, 29 percent were neutral, and 24 percent believed the benefits were superior.

Regarding environmental impact, 68 percent of respondents disagreed either somewhat or strongly (with 41 percent in the latter category), with the proposition that tourism could have a positive environmental effect. Meanwhile, 7 percent remained neutral and the remaining 25 percent somewhat agreed or strongly disagreed.

The concerns highlighted by the survey respondents predominantly revolved around the following themes:

- ◆ Overcrowding
- ◆ Traffic
- ◆ Environmental Impact
- ◆ Community
- ◆ Affordable Housing
- ◆ Cost of Living
- ◆ Infrastructure
- ◆ Overdevelopment
- ◆ Big Business
- ◆ Vacation Rentals
- ◆ Bad Behavior
- ◆ Pollution
- ◆ Tourists Relocating

These findings underscore the multifaceted nature of tourism's influence on Bend, reflecting a need for a nuanced approach to developing and implementing sustainable tourism strategies.

⁶⁰ Resudebt Sentiment of Tourism (2023). OSU Sustainable Tourism Lab.

Bend shares common challenges such as overcrowding, traffic, environmental concerns, and housing affordability with many other well-visited tourist locales. These issues often impede the realization of sustainable tourism objectives and the practice of destination stewardship. The subsequent section will present a comparative review of three tourist destinations akin to Bend. It will explore the impacts of tourism they encounter and the sustainable measures they have adopted to navigate and mitigate tourism-related challenges.

Comparative Review of Sustainably Focused Tourist Destinations

Sustainable tourism initiatives in comparable communities can inform Bend in maximizing the current advantages of tourism while preserving its natural and social inheritance for current and future generations. The mountain towns of Bozeman, Montana; Jackson, Wyoming; and Aspen, Colorado, have had substantial and successful sustainable tourism efforts which reveal a compelling interplay between thriving tourism and the pursuit of sustainability. These communities are more than just picturesque destinations; they are living examples of how to welcome visitors while retaining the charm and environmental integrity that makes them unique. This section explores how each town commits to

the balancing act of sustainable tourism, managing the economic advantages of visitation against the maintenance of local culture and pristine natural settings.

Bozeman, Montana

TOURISM IMPACTS: ECONOMIC DEVELOPMENT

In 2020, tourism directly supported 30,750 jobs, \$776 million in employee compensation, and \$212.7 million worth of state and local taxes in the state of Montana. Bozeman's economy is among the strongest in the state, with tourism and the high-tech industry driving much of its success. The Institute for Tourism and Recreation Research at the University of Montana reports that nearly 1.4 million people spent at least one night within Bozeman city limits in 2019.⁶¹ In the same year, nonresident spending in Gallatin County was approximately \$1 billion, with top expenditures in restaurants and bars (\$169,704,000), outfitters and guides (\$149,177,000), gas (\$120,179,000), and hotels (\$110,156,000). The Bozeman Area Chamber of Commerce suggests that this influx of cash is vital to the livelihood of residents and businesses alike. A 3 percent tax on nonessential items generates an additional \$30 million in revenue to Gallatin County each year.⁶²

In 2022, an all-time high of 2.26 million passengers passed through the Bozeman Yellowstone International Airport, 16.7 percent more than in 2021 and 44 percent more than in 2019.⁶³ The airport provides nonstop flights to 23 major cities across the United States.⁶⁴

61 Bozeman Area Chamber of Commerce. (2022). How Tourism Positively Affects the Bozeman Economy. Accessed at: <https://bozemanchamber.com/blog/how-tourism-positively-affects-the-bozeman-economy>

62 Bozeman Area Chamber of Commerce. (2022). How Tourism Positively Affects the Bozeman Economy. Accessed at: <https://bozemanchamber.com/blog/how-tourism-positively-affects-the-bozeman-economy>

63 Shelly, Nora. (2023). "2022 brought more growth for Bozeman's airport." Accessed at: https://www.bozemandailychronicle.com/news/business/2022-brought-more-growth-for-bozeman-s-airport/article_85601b3c-9291-11ed-8548-4bef4ccb7a02.html

64 Bozeman Area Chamber of Commerce. (2022). How Tourism Positively Affects the Bozeman Economy. Accessed at: <https://bozemanchamber.com/blog/how-tourism-positively-affects-the-bozeman-economy>

RESIDENT SENTIMENT

Scholars at the University of Montana's Institute for Tourism and Recreation Research surveyed attitudes toward tourism in the state's six major travel regions in 2021. Sixty-nine percent of survey respondents in Southwest Montana agreed that the overall benefits of tourism outweigh the negative impacts. The overall agreement level for all regions was 71 percent, representing a 5 percent decrease from 2020 and the lowest recorded agreement level since 2007. Eighty-five percent of respondents in Southwest Montana were in agreement or strong agreement regarding the economic benefits to their community as a result of Montana's promotion of the tourism industry.⁶⁵

For the first time in the survey's history, the majority of respondents (56 percent) agreed that Montana as a whole is becoming overcrowded because of tourism. An approximately equivalent number of respondents felt this way about their own communities as well. This is a 75 percent increase from 2019. The pandemic appears to have heightened this sentiment. However, only 37 percent of respondents agreed that if tourism were to increase in Montana, the overall quality of life for residents would improve. Notably, of those respondents who provided additional commentary, many mentioned that overcrowding in the state is a result of people moving in rather than visiting.⁶⁶

Survey results suggest that although residents are aware of the economic benefits of tourism, they are also cognizant of the social costs associated with these benefits.

ENVIRONMENT

Dr. Andrew Hansen and colleagues at the Landscape Biodiversity Lab at Montana State University (MSU) found that Bozeman and other New West towns dealing with rapid growth are seeing the largest per capita declines in natural vegetation cover as a result of sprawl, intense levels of human use, and the deterioration of wildlife habitats. The greater Yellowstone ecosystem saw a 33 percent decline in the ecological functionality of undeveloped lands between 1970 and 2010. In contrast, between 2000 and 2010, developed lands increased by an average of 8 percent and cropland (consisting primarily of monoculture) increased by 5 percent. Approximately 17 percent of woodland was lost to development during this time.⁶⁷

SUSTAINABLE TOURISM INITIATIVES:

Bozeman's 2020 Climate Plan includes measures to enhance the efficiency of air travel to and from Bozeman as well as reduce its emissions impact. As part of this initiative, the city intends to develop alternative transportation modes (i.e., shuttles and buses) at the regional level and coordinate regional transit services to address traffic congestion caused by tourism and population growth.⁶⁸ The State of Montana, Montana State Parks, and partners are working to adapt outdoor recreation for a changing environment by integrating outdoor recreation planning with land use. Part of this effort involves promoting sustainable building and development for outdoor recreation infrastructure (green building, LEED, etc.), particularly in urban interface areas.⁶⁹

65 Bermingham, Carter, Megan Schultz, Matthew Pettigrew. (2022). Montana Residents: Attitudes Towards Tourism 2021. Accessed at: https://scholarworks.umt.edu/cgi/viewcontent.cgi?article=1429&context=itrr_pubs

66 Bermingham, Carter, Megan Schultz, Matthew Pettigrew. (2022). Montana Residents: Attitudes Towards Tourism 2021. Accessed at: https://scholarworks.umt.edu/cgi/viewcontent.cgi?article=1429&context=itrr_pubs

67 Wilkinson, Todd. (2020). Is High-Flying Bozeman, Montana Losing the Nature of Its Place?. Mountain Journal. Accessed at: <https://mountainjournal.org/will-human-population-growth-destroy-the-american-serengeti>

68 City of Bozeman. (2020). Bozeman Climate Plan 2020. Accessed at: <https://www.bozeman.net/home/showpublisheddocument/11000/637848571879570000>

69 State of Montana; Montana Fish, Wildlife, and Parks; Montana State Parks. (2019). 2020-2024. Statewide Comprehensive Outdoor Recreation Plan. Accessed at: <https://leg.mt.gov/content/Committees/Interim/2019-2020/EQC/Meetings/Jan-2020/scorp-2020-2024.pdf>

The Be Good to Bozeman program was developed by Visit Bozeman, local nonprofits, and the Bozeman Convention and Visitor's Bureau in an effort to promote sustainable tourism and preserve Bozeman's natural and civic heritage. The program encourages tourists and residents alike to practice 10 principles of tourism stewardship:

- ◆ **Help out:** Participate in "self-guided cleanup" (i.e., pick up litter and pet feces, clean up fishing lines, etc.)
- ◆ **Shop local:** Support local businesses such as restaurants and local guides
- ◆ **Practice patience:** Be patient with workers, services, and infrastructure as the city's communities and businesses catch up with the rapid growth of tourism.
- ◆ **Recreate responsibly:** Practice a "Leave No Trace" policy when exploring the outdoors
- ◆ **The wildlife are wild:** Maintain distance from wild animals to safeguard oneself from injury
- ◆ **Sharing is caring:** Be kind to one another and share the area with locals and visitors.
- ◆ **Learn about our area:** Learn about the history of Bozeman and its ecosystems
- ◆ **Plan ahead and be prepared:** Secure permits, tours, lodging, and transportation ahead of time, especially in summer and winter
- ◆ **Support Bozeman:** When able, support Bozeman by donating to or volunteering for local organizations
- ◆ **Give tips and thanks:** Show appreciation for workers as many businesses in Bozeman are short-staffed.

These principles appear to be oriented around two overarching goals: environmental responsibility and community connectivity/civic engagement.

The latter goal reflects a desire to foster positive sentiment between residents and visitors, especially as visitation rates continue to grow.⁷⁰

Jackson, Wyoming

TOURISM IMPACTS:

ECONOMIC DEVELOPMENT

Travel and tourism is Wyoming's second-largest industry and is responsible for more than 50 percent of Jackson Hole's economic activity. In 2022, travel in Wyoming as a whole generated approximately \$4.5 billion in spending, \$1.2 billion in earnings, and \$247 million in state and local taxes. The travel and tourism industry supported approximately 33,000 jobs. Across all counties in Wyoming, Teton County had the largest direct travel impact in all categories, with \$1.65 billion worth of spending, \$434.3 million in earnings, and \$100.6 million in state and local taxes. The travel and tourism industry in Teton supported 7,890 jobs. Industry earnings generated by travel spending were \$178.7 million in accommodations and food services, 51.6 million in arts, entertainment, and recreation, 18.2 million in retail, 1.6 million in ground transportation, and 17.8 million in other travel.⁷¹

RESIDENT SENTIMENT

A 2022 online survey designed to assess Teton County resident sentiment toward tourism found that 86 percent of respondents considered tourism to be important to the local economy, while 44 percent of respondents did not see tourism contributing to their personal economic well-being. Sixty-one percent of visitors were willing to pay more taxes for local public services in exchange for having fewer visitors. Notably, 53 percent

⁷⁰ Visit Bozeman. "Be Good to Bozeman". Accessed at: <https://visitbozeman.com/be-good-to-bozeman>

⁷¹ Dean Runyan Associates. 2023. The Economic Impact of Travel in Wyoming 2022 Calendar Year. Accessed at: <https://ss-usa.s3.amazonaws.com/c/308476362/media/176964513b5ba1c0a56131267740335/Statewide%20Impact%20with%20Counties.pdf>

of respondents felt that Teton County *does not* benefit from tourism in noneconomic ways. In fact, only 26 percent of residents agreed that tourism's benefits outweigh its drawbacks. Long-term residents were even less likely to agree (22 percent). Approximately 85 percent of respondents felt that tourism is developing too fast, 79 percent felt unheard, and 90 percent supported the need for planning and controls around tourism.

Survey results and optional commentaries indicate that residents felt strongly about the contribution of tourism to traffic problems, overcrowding of attractions, and environmental harm. Residents reported that they would like to see less tourism in fall, winter, and especially summer. They also expressed a preference for ecotourism or scientific, educational, and volunteer tourism.⁷²

ENVIRONMENT

Although there does not appear to be a report or data source attesting to the environmental impacts of tourism in Teton County, the resident sentiment survey and the myriad reports and articles on the need for sustainable tourism—particularly for the benefit of the land—would indicate that there are impacts that have yet to be quantified.

SUSTAINABLE TOURISM INITIATIVES:

Visit Jackson Hole's sustainability moto, "Live by the Wild Rules," encapsulates a series of guidelines and reminders about the supremacy of the natural world and the responsibility that one must assume to protect and preserve it.⁷³ The organization encourages tourists and residents alike to practice various principles of tourism stewardship, summarized below:

- ◆ Stay on designated sites by parking and camping in marked areas
- ◆ Stay away from wildlife
- ◆ Remember you're on Native land
- ◆ Stay on the trails, as it can take any given ecosystem 10-30 years to recover from the damages of off-trail activities
- ◆ Geotag responsibly on social media in an effort to protect previous natural areas from harm
- ◆ Leave the land as it is
- ◆ Use public transit
- ◆ Reuse, recycle, and leave no trace
- ◆ Stay safe in the backcountry by planning ahead of time, avoiding unnecessary risks, carrying proper equipment, and traveling with a partner
- ◆ Resect wildlife closure areas
- ◆ Learn more about outdoor ethics and educate yourself and others about the importance of preserving Jackson Hole

Visit Jackson Hole has several sustainability partners (primarily nonprofits) helping to promote sustainable tourism. The Jackson Hole Chamber of Commerce also provides sustainability guidelines to tourists and residents. The Chamber defines sustainable tourism as tourism that "leads to the management of all resources in such a way that economic, social, and aesthetic needs can be fulfilled while maintaining cultural integrity, essential economical processes, biological diversity, and life support systems."⁷⁴ In recognition of Teton County's vast natural beauty, the Chamber recommends that visitors protect, promote, and sustain the area's natural heritage through practices such

⁷² Jackson Hole Travel & Tourism Board. 2023. Resident Sentiment Towards Tourism, Teton County, Wyoming, Key Findings 2022. Accessed at: <https://industry.visitjacksonhole.com/wp-content/uploads/2023/06/Resident-Sentiment-Survey-Results.pdf>

⁷³ Visit Jackson Hole. (2023). Adventure Sustainably. Accessed at: <https://visitjacksonhole.com/plan/sustainability>

⁷⁴ Jackson Hole Chamber of Commerce. Sustainability. Accessed at: <https://www.jacksonholechamber.com/plan-your-visit/sustainability/>

as energy reduction, water conservation, and waste reduction as well as green purchasing and transportation management.⁷⁵

Teton County's 2023 Jackson Hole Sustainable Destination Management Plan (SDMP) outlines how Jackson Hole might ensure that travel and tourism contribute to the health and well-being of its community and environment without degrading it. The SDMP process timeline includes five phases: Inventory of Existing Conditions, On-Site Assessment, Participatory Visioning and Planning, Plan Development and Validation, and Plan Launch. The plan is premised on five pillars or outcomes.⁷⁶

- ◆ **Our Natural Environment:** Climate change risk factors are monitored and reduced. Waste reduction, water quality, and other key environmental indicators and commitments are fully resourced.
- ◆ **Quality of the Economy and Work:** Responsible and sustainable growth management in tourism leads to long-term prosperity for tourism and other local industries, and tourism-associated businesses support a stable, thriving, and long-term workforce.
- ◆ **Quality of Life:**
 - a. Mobility hubs, transit options, and pathways are more accessible
 - b. Quality jobs are ready and available
 - c. Local workforce housing is affordable and attainable
 - d. Access to health and human services is equitable
 - e. Harmony between historically adversarial groups is achieved

- ◆ **Quality of Visitor Experience:** Residents are encouraged to lead by example, and visitors are encouraged to visit respectfully and responsibly. Destination management and seasonal visitor dispersals result in a warmer welcome for visitors
- ◆ **Foundations of Success:** A permanent tourism governance structure creates opportunities for ongoing collaboration between Teton-area stakeholders across communities. This government structure will use data to monitor the impacts of tourism and make results available to the public.

Jackson Hole's response to tourism's impacts aligns with the three pillars of sustainability—economy, society, and environment. The region's initiatives, such as the "Live by the Wild Rules" campaign, aim to balance economic growth with community well-being and environmental stewardship, ensuring that tourism remains a sustainable asset for future generations.

Aspen, Colorado

TOURISM IMPACTS:

ECONOMIC DEVELOPMENT

Tourism is one of the strongest drivers of Colorado's economy. In 2021, direct travel impacts in Colorado amounted to \$15.8 billion in spending (up 41.8 percent from 2020), \$7.4 billion in earnings (up 12.4 percent from 2020), and \$1.5 billion in state and local taxes (up 40.6 percent from 2020). The travel and tourism industry supported approximately 162,000 jobs. Across all regions in Colorado, the Rockies Playground Region—which houses Aspen—had the second-largest share of direct travel impacts in all categories. In Pitkin County specifically, direct travel accounted for \$766.4 million in spending,

⁷⁵ Jackson Hole Chamber of Commerce. Sustainability. Accessed at: <https://www.jacksonholechamber.com/plan-your-visit/sustainability/>

⁷⁶ Jackson Hole Travel & Tourism Board. (2022). Teton County Sustainable Destination Management Plan 2022-2027. Accessed at: <https://industry.visitjacksonhole.com/wp-content/uploads/2023/06/Teton-County-SDMP.pdf>



\$343.8 million in earnings, and \$60.2 million in state and local taxes. The travel and tourism industry in Pitkin County supported 4,640 jobs.⁷⁷

RESIDENT SENTIMENT

In 2021, Destination Think and Aspen Chamber Resort Association surveyed residents on their attitudes toward tourism. A majority of respondents (63 percent) felt that tourism in Aspen does not enhance their sense of connection to the community. Moreover, respondents felt that they have little influence over the decisions made regarding the development of Aspen's tourism industry. Over 75 percent of respondents agreed that tourism results in an increased cost of living and held a generally neutral stance when asked if tourists in Aspen are a nuisance. Residents of Aspen, when surveyed about the city's attributes as a tourist destination, acknowledged its beauty but expressed frustration with its excessively tourist-centric atmosphere. Specifically, there is local concern that increasing numbers of visitors, as well as the nature of the tourism, are eroding the small-town charm that characterizes Aspen.⁷⁸

The Aspen Destination Management Plan highlights the following demonstrative survey response:⁷⁹

"It feels like living a double life. In Aspen, we rub shoulders with and provide services to some of the wealthiest and most high-powered individuals in the world. We also have to support ourselves through the financial dichotomy of the haves and have-nots, which is supported by the constant push for more growth for the haves and less resources for the have-nots. I often ask myself: how much longer can locals afford to live here?"

⁷⁷ Dean Runyan Associates. (2022). The Economic Impact of Travel in Colorado 2021p. Accessed at: https://oedit.colorado.gov/sites/coedit/files/documents/CO_2021p_Final%20-%2019-21%20Chg%20-%2011-14-22.pdf

⁷⁸ Destination Think. (2022). Aspen Destination Management Plan 2022-2027. Accessed at: <https://aspenchamber.imagerelay.com/share/ac4b661aa7ad420dbaf7a7d56aa61ca2>

⁷⁹ Destination Think. (2022). Aspen Destination Management Plan 2022-2027. Accessed at: <https://aspenchamber.imagerelay.com/share/ac4b661aa7ad420dbaf7a7d56aa61ca2>

When asked to prioritize which key words best describe their community, "touristy" represented the largest share of responses, followed by "beautiful." A number of respondents also chose key words such as "fake" and "in transition."⁸⁰

In their 2011 book, *The Slums of Aspen*, David Naguib Pellow and Lisa Sun-Hee Park highlight the dynamics of environmental privilege in Aspen, where affluent tourists can benefit from the region's natural wonders at the expense of immigrant residents. The authors also suggest that despite their own privileged status, many wealthy tourists and residents in the area express criticism toward the influx of immigrants, citing concerns about the strain on environmental resources caused by the growth of this population.⁸¹

ENVIRONMENT

While there are no reports or data sources that explicitly address the environmental impacts of tourism in Aspen, insights from the resident sentiment survey and information from reports and articles emphasizing the importance of sustainable tourism suggest that there may be impacts that haven't been fully measured or documented.

SUSTAINABLE TOURISM INITIATIVES:

The Aspen Chamber Resort Association promotes sustainable tourism by providing guidance on exploring the outdoors responsibly, offsetting carbon footprints, shopping sustainably, staying safe around wildlife, geotagging responsibly, practicing wildfire safety, and leaving no trace.⁸²

The Aspen Chamber Resort Association's Aspen Destination Management Plan (ADMP) lists 11 strategic priorities intended to help the Aspen Chamber Resort Association address visitor pressure, enhance the Aspen experience, and preserve small-town character. The plan will be executed over a 3-phase period from 2022-2027.⁸³



ADDRESS VISITOR PRESSURE:

- ◆ Engage in 360-degree feedback with residents and industry
- ◆ Enhance visitor education
- ◆ Address traffic and congestion issues
- ◆ Preserve and regenerate the natural environment
- ◆ Accelerate reduction of the carbon footprint of tourism



ENHANCE THE ASPEN EXPERIENCE:

- ◆ Improve the visitor and resident experience
- ◆ Diversify visitor markets
- ◆ Catalyze sustainable choices
- ◆ Redefine visitor economy opportunities



PRESERVE SMALL-TOWN CHARACTER:

- ◆ Advocate for housing crisis solutions
- ◆ Develop resident ambassador program

80 Destination Think. (2022). Aspen Destination Management Plan 2022-2027. Accessed at: <https://aspenchamber.imagerelay.com/share/ac4b661aa7ad420dbaf7a7d56aa61ca2>

81 Naguib Pellow, D and Sun-Hee Park, L. (2011). *The Slums of Aspen*. Accessed at: <http://people.whitman.edu/~frierspr/slums.pdf>

82 Aspen Chamber. "Sustainability." Accessed at: <https://aspenchamber.org/explore/sustainability>

83 Destination Think. (2022). Aspen Destination Management Plan 2022-2027. Accessed at: <https://aspenchamber.imagerelay.com/share/ac4b661aa7ad420dbaf7a7d56aa61ca2>

The ADMP contains detailed descriptions of each of these 11 priorities. Noteworthy planned actions include turning Aspen into a walking and cycling city, making bridges into toll bridges to discourage traffic, partnering with environmental organizations and indigenous communities to inform advocacy efforts, establishing climate action goals, setting quotas and taxes on private jet arrivals, exploring sustainable forms of aviation, supporting small businesses, and limiting mass tourism offerings.⁸⁴

Eliza Voss and her team at the Aspen Chamber Resort Association (ACRA) have created a data visualization tool that measures Aspen's seasonal fluctuations and its capacity to host visitors without compromising the quality of life for its residents. This tool tracks capacity, compression, and comfort levels, providing insights that help balance market demands with the need to either grow visitor business or regulate visitor numbers for sustainability.⁸⁵

The performance tracking indicators are developed from factors relevant to maintaining a beneficial and sustainable trajectory of tourism in Bend. The indicators include environmental, social, economic, and cultural categories, which have been adopted by many established sustainable tourism indicators. Environmental sustainability recognizes the natural resources of the community as well as the intrinsic value for present and future generations. The economic dimension ensures that sustainable tourism is economically feasible and that the economic benefits are well distributed throughout the community. The sociocultural sustainability indicators track changes of social and cultural trends to ensure social cohesiveness and pride, which allows visitors and residents to thrive in a community.⁸⁶



Capacity

» The full amount of visitation that the destination is capable of accommodating



Compression

» The level of actual business volume filling capacity across the community



Comfort

» The visitation that residents perceive the community can tolerate without sacrificing business performance

Balancing tourism's growth with eco-care and local values
is key for a sustainable, prosperous future

84 Destination Think. (2022). Aspen Destination Management Plan 2022-2027. Accessed at: <https://aspenchamber.imagerelay.com/share/ac4b661aa7ad420dbaf7a7d56aa61ca2>

85 Peacock, David. (2023). How Aspen, Colorado is designing a "Capacity, Compression, and Comfort" model of Visitor Volume. Accessed at: <https://www.simpleviewinc.com/blog/stories/post/how-aspen-colorado-is-designing-a-capacity-compression-and-comfort-model-of-visitor-volume/>

86 Hwansuk Choi and Murray 2010

Sustainable Tourism Adaptation and Mitigation Strategies

To ensure the long-term viability and appeal of Bend, Oregon, as a tourist destination, a comprehensive strategy integrating various adaptive and mitigative approaches is essential. Each component, thoughtfully designed, will not only address immediate impacts but also contribute to the broader goal of sustainable tourism.

Policy and Regulatory Adjustments: Regulatory frameworks serve as the foundation for sustainable tourism. Introducing carrying capacity regulations is a proactive measure that protects Bend's natural environments by preventing overuse and ensuring these landscapes remain pristine and enjoyable for future visitors. Furthermore, establishing tourist zoning helps manage and distribute tourist activity to appropriate areas, thus maintaining the quality of life for residents and the integrity of natural sites. These regulations are crucial for creating a controlled environment where tourism can flourish without undermining local community and ecological values.

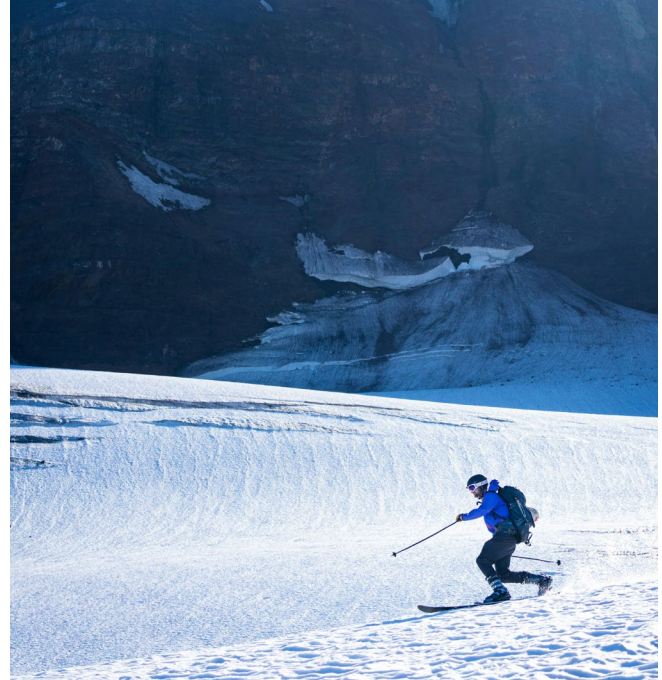
Infrastructure Investments: Following regulatory measures, enhancing infrastructure is a vital step toward sustainability. Improving public transportation systems addresses both congestion



and environmental concerns by reducing the reliance on personal vehicles, thus lowering emissions and road wear. Moreover, investing in durable infrastructure like reinforced trails and eco-friendly waste systems ensures these facilities can accommodate increased tourist volumes without compromising ecological integrity. Such infrastructure developments are fundamental in supporting the regulatory frameworks, ensuring that both work in harmony to enhance visitor experience and environmental preservation.

Behavioral Change Initiatives: While infrastructure and policy provide the framework, encouraging responsible tourist behavior is key to the strategy's success. Educational campaigns targeted at tourists and locals promote environmentally friendly practices and respect for local culture, ensuring that everyone plays a part in sustainability. By engaging the community in tourism planning through various programs, we align tourism development with local values, fostering a culture of sustainability that supports and is supported by the community. These initiatives are crucial for embedding sustainable practices into everyday tourism operations, creating a self-reinforcing system of responsible tourism.

Economic Incentives: To further support sustainable practices, economic incentives such as sustainable tourism certifications can drive significant changes. These incentives encourage businesses to adopt green practices by providing financial or reputational benefits, making sustainability a lucrative choice. Additionally, offering tax incentives for investments in sustainable technologies motivates businesses to modernize their operations in ways that support environmental goals. These economic strategies are essential for ensuring that sustainability is economically viable for businesses within the tourism sector, thereby encouraging widespread adoption and integration.



Monitoring and Evaluation: Lastly, the effectiveness of all these strategies must be continually monitored and assessed. By implementing a robust system of performance tracking indicators, Bend can monitor the success of its sustainable tourism efforts and make informed decisions about future strategies. Regular visitor impact assessments provide data on the social and environmental effects of tourism, allowing for timely adjustments to policies, infrastructure, and educational programs. This ongoing evaluation is critical for ensuring that the tourism sector remains adaptive and responsive to both challenges and opportunities, thereby sustaining Bend's appeal as a destination.

In integrating these strategies into a cohesive plan, including the development of performance tracking indicators, Bend sets a clear path toward sustainable tourism. This holistic approach ensures that immediate and long-term sustainability goals are met, securing Bend's reputation as a desirable and responsible destination. By addressing the foundations and continually adapting, Bend can thrive as a model for sustainable tourism, benefiting both the community and the environment.







Performance Tracking Indicators

Performance tracking indicators for sustainable tourism are quantifiable measures used to assess the effectiveness of tourism-related activities and policies in achieving sustainability goals. They are designed to monitor progress in preserving the environmental integrity, supporting the local economy, fostering social well-being, and maintaining cultural richness of a tourist destination. These indicators help stakeholders understand the impacts of tourism, inform strategic decisions,

and guide the implementation of practices that contribute to a balanced, responsible, and sustainable tourism sector. Spanning several dimensions—economic, social, cultural, ecological, political, and technological—each provide a unique perspective on the impacts and practices of sustainable tourism.

Exhibit 35 highlights the top three indicators in each category that are vital for sustainable community tourism, as established by HwanSuk Choi and Turk (2006). These indicators are designed to offer a comprehensive evaluation framework, allowing for the systematic assessment of tourism’s multifaceted impact on a destination.

Exhibit 35. Top Three Indicators per Category of Sustainable Community Tourism

| | | | |
|--|--|---|---|
|  ECONOMIC DIMENSIONS | Availability of local credit to local business |  ECOLOGICAL DIMENSIONS | Air quality index |
| | Employment growth in tourism | | Amount of erosion on the natural site |
| | Percent of income leakage out of the community | | Frequency of environmental accidents related to tourism |
|  SOCIAL DIMENSIONS | Resident involvement in tourism industry |  POLITICAL DIMENSIONS | Availability and level of land zoning policy |
| | Visitor satisfaction and attitude toward tourist destination | | Availability of air, water pollution, waste management and policy |
| | Litter and pollution | | Availability of development control policy |
|  CULTURAL DIMENSIONS | Availability of cultural site maintenance fund and resources |  TECHNOLOGICAL DIMENSIONS | Accurate data collection |
| | Type and amount of training given to tourism employees (guide) | | Use of low-impact technology |
| | Types of building materials and decor | | Benchmarking |

Source: HwanSuk Choi and Turk 2006, Sustainability Indicators for Managing Community Tourism



In the **Economic Dimension**, indicators such as the availability of local credit to businesses, the growth of employment in tourism, and the extent of income leakage from the community are essential. For Bend, adopting these indicators could involve analyzing financial support systems for local enterprises, monitoring job creation rates in the tourism sector, and assessing the economic retention within the local economy.



The **Social Dimension** captures the essence of community engagement in tourism, visitor satisfaction levels, and environmental cleanliness metrics. Bend could implement regular surveys to gauge resident involvement and satisfaction, track visitor feedback to understand their experiences, and measure cleanliness to manage the impact of tourism on public spaces.



For the **Cultural Dimension**, maintaining cultural integrity is key. Indicators here would include the availability of funds for the preservation of cultural sites, the quality and scope of training provided to tourism workers, and the adherence to traditional aesthetics in local architecture. Bend could establish funds dedicated to cultural site maintenance, create training programs for tourism employees that emphasize cultural heritage, and incentivize the use of local materials in construction.



The **Ecological Dimension** focuses on preserving natural resources, with indicators like air quality, erosion rates, and the frequency of tourism-related environmental incidents. Bend could track these through environmental monitoring programs, regular site condition assessments, and incident reporting systems, ensuring the protection and sustainability of its natural attractions.



In the **Political Dimension**, the emphasis is on the effectiveness of policies governing land use, pollution control, and development. Bend could review and adjust zoning laws, enhance pollution and waste management policies, and implement strict development controls to ensure tourism development is regulated and sustainable.



Lastly, the **Technological Dimension** emphasizes the accuracy of data collection, the use of sustainable technologies, and benchmarking against best practices. For Bend, this could mean investing in technology for precise data gathering, encouraging the adoption of green technologies within the tourism industry, and benchmarking its performance against established sustainable tourism destinations.

Other tourist destinations have developed these indicators to varying degrees. For example, some cities have focused on cultural training programs for tourism staff or initiated comprehensive waste reduction strategies. By observing these practices, Bend could model its methodology on successful implementations, tailoring approaches to fit its unique context.

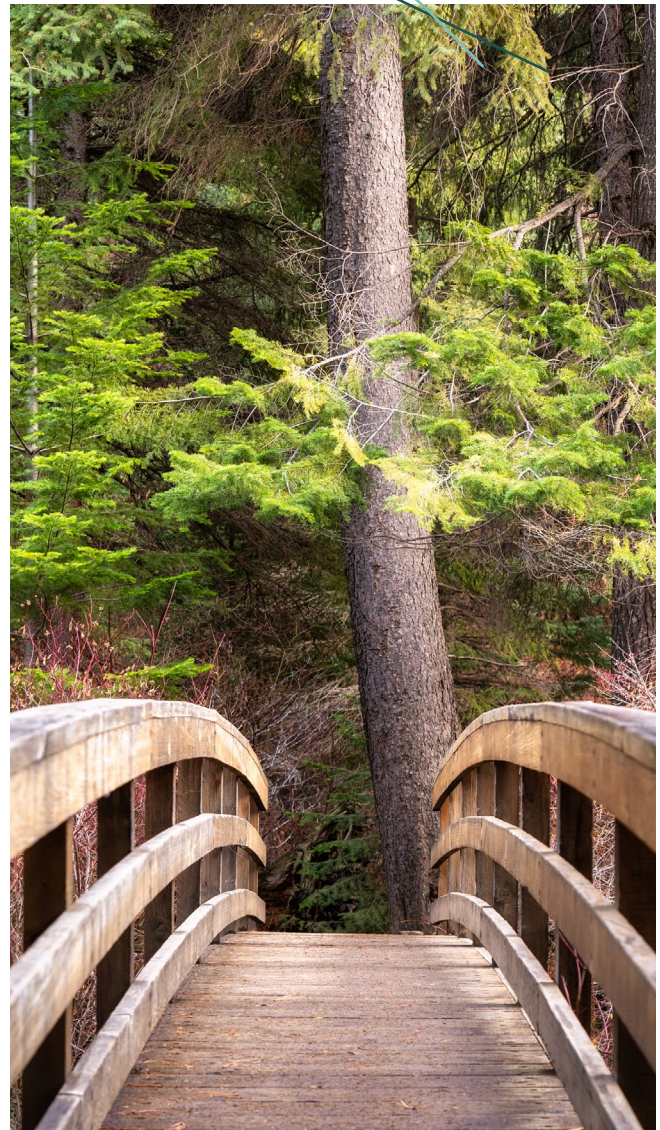
In conclusion, for Bend to develop a methodological approach to adopt these indicators, it should start with a baseline assessment to understand current standings. Following this, it should establish clear targets and timelines for each dimension, create collaborative platforms for stakeholder engagement, and ensure regular reporting and review processes are in place. These steps will ensure Bend can measure its progress toward sustainable tourism and refine its practices where necessary, just as other prominent tourist destinations have effectively done.

Conclusion

The analysis of tourism in Bend, Oregon, lays out a detailed landscape where economic growth and developmental pressures are deeply interwoven. Tourism has proven itself to be a significant economic propellant, supporting a wide array of jobs and substantially contributing to the local and state tax revenue. Beyond its economic impact, tourism serves as a catalyst for cultural engagement and a diverse range of recreational activities, supporting Bend's reputation as a premier destination.

Yet this growth is not without its complexities. Issues such as housing affordability and environmental conservation have emerged as key concerns that accompany the surge in tourism and new residency. The attraction of Bend necessitates a thoughtful approach to ensure that the city's popularity does not compromise the qualities that make it distinctive.

The application of sustainable tourism strategies emerges as a theme within this report, suggesting avenues for a balanced and thoughtful approach to growth. Strategies that cover regulatory, infrastructural, behavioral, and economic aspects are presented as considerations for maintaining





sustainable development. The utilization of performance tracking indicators is suggested as a means to understand the trajectory of these strategies and their alignment with long-term sustainability objectives.

Visit Bend's role, in collaboration with community stakeholders, is crucial in this context. Initiatives that have begun to reinvest tourism revenues into the community reflect an evolving effort to manage tourism in a way that can benefit all stakeholders. These efforts could be considered for expansion and refinement as Bend navigates its path forward.

Learning from other tourist destinations that have implemented sustainable practices could

provide valuable insights. The experience of these communities can offer a comparative perspective, aiding in the consideration of which practices might be adaptable to Bend's unique context.

The recommendations within this report are designed to serve as a roadmap for Bend to continue its development as a destination that is not only resilient and inclusive but also sustainable. Vigilance in sustainability efforts and the adaptability to meet new challenges will be crucial. This ongoing commitment to sustainability could play a key role in ensuring Bend's continued desirability as both a tourist destination and a place to call home.

Appendix

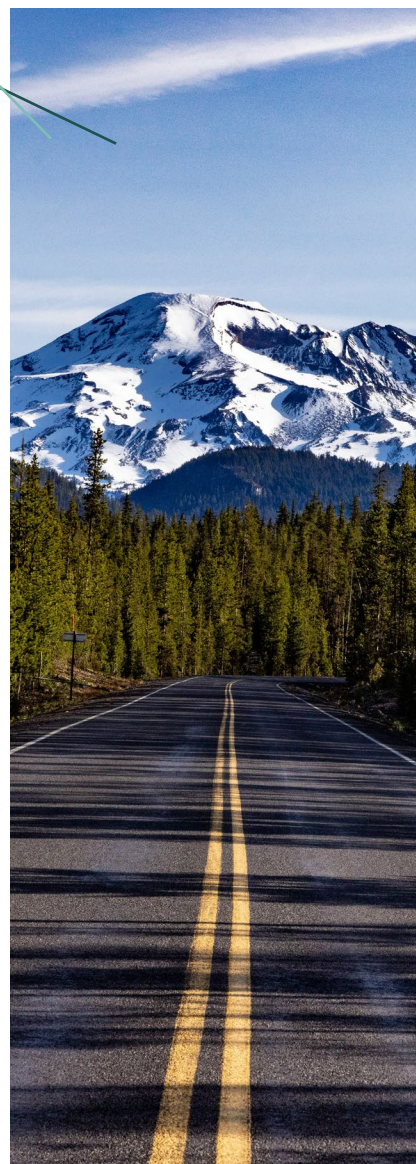
Placer.ai Methodology

Placer.ai is a location analytics platform that describes physical locations, the people and businesses that interact with them, and the markets they inhabit. It partners with mobile application companies that embed their software development kit into mobile apps across many different categories (i.e., coupons, travel, games, etc.) and uses to create a panel of observed data. They then use this panel of aggregated data to extrapolate visits and visitor profiles using a proprietary algorithm. Placer.ai's panel constitutes over 25 million devices across all 50 states, representing approximately 8% of the population. Panel history begins on January 1, 2017. The data currently excludes U.S. territories (i.e., Puerto Rico, U.S. Virgin Islands, Samoa, Guam, and Northern Mariana Islands). The data is sourced from both iOS (55%) and Android (45%) mobile operating systems.⁸⁷

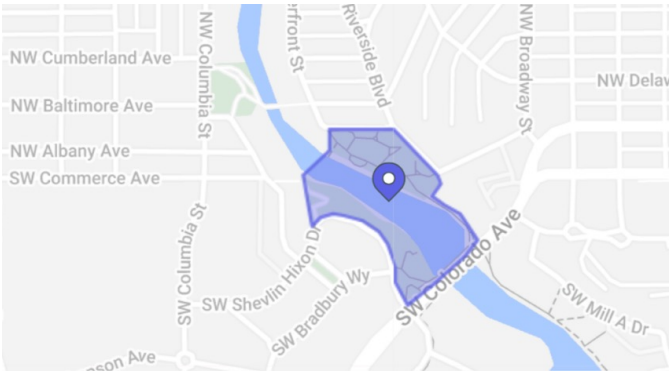
For analyzing local/nonlocal visitation, the methodology utilizes placer data on users' home locations. Placer.ai generates visitation to the properties examined by home location by either "visits" or "visitors," depending on the people in the selected audience group, to examine the number of individuals that come to the property from each lat/long home location. In our analysis, local residents are defined as those who live within a 50-mile radius of the POI and nonlocal residents as those who live outside of the 50-miles radius.⁸⁸

⁸⁷ Placer.ai Academy. <https://analytics.placer.ai/#/admin/academy/?article=/academy/home>

⁸⁸ "Tourist" means a person who, for business, pleasure, recreation or participation in events related to the arts, heritage or culture, travels from the community in which that person is a resident to a different community that is separate, distinct from and unrelated to the person's community of residence, and that trip: (a) Requires the person to travel more than 50 miles from the community of residence; or (b) Includes an overnight stay. Accessed at: https://oregon.public.law/statutes/ors_320.300



The points of interest (POI) used in the study are listed as follows:



BEND WHITEWATER PARK



DOWNTOWN BEND



OLD MILL DISTRICT



MT. BACHELOR



Tackling the amenity trap in Bend, Oregon

Strategies for Visit Bend to support long-term community vitality



Tackling the amenity trap in Bend, Oregon

Published Online:

<https://headwaterseconomics.org/outdoor-recreation/tackling-the-amenity-trap-bend/>

About Headwaters Economics

Headwaters Economics is an independent, nonprofit research group whose mission is to improve community development and land management decisions. <https://headwaterseconomics.org>

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Acknowledgments

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P.O. Box 7059 | Bozeman, MT 59771

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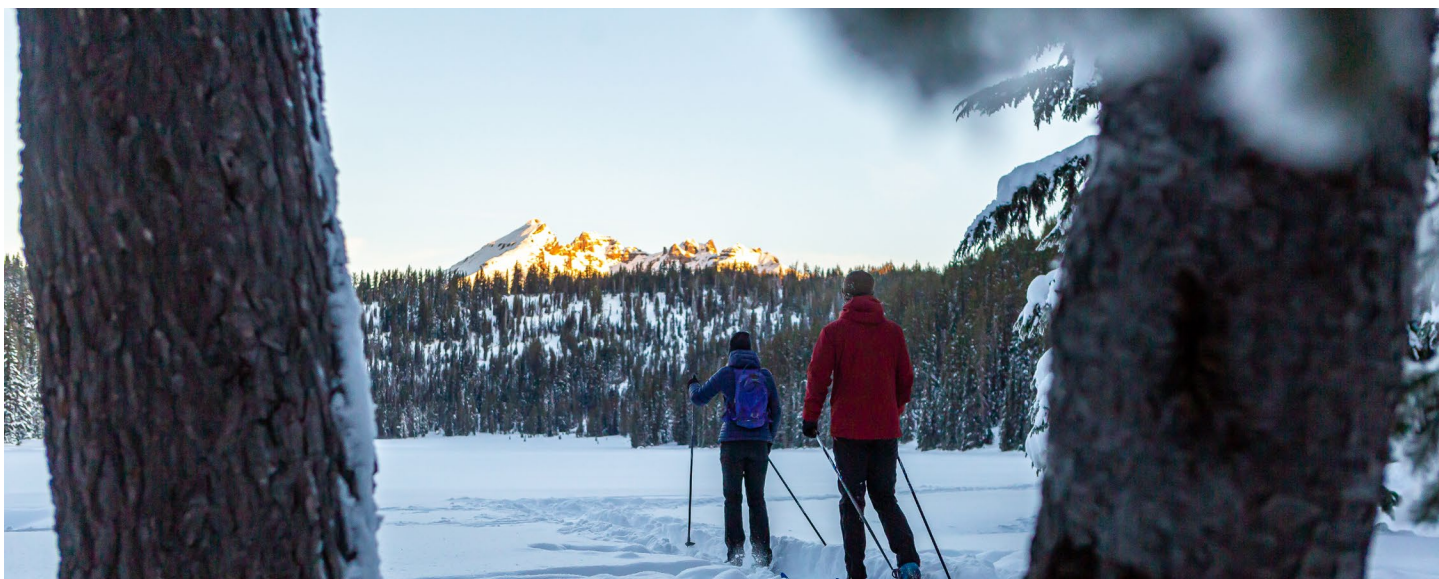
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1. INTRODUCTION

Natural amenities and outdoor recreation have made Bend, Oregon, a leading tourism destination, and those same amenities support a high quality of life that attracts new residents. Between 2010 and 2022, Deschutes County’s population grew by 31%, 92% of which was attributable to new people moving to the community.¹ High levels of tourism and rapid population growth have brought economic prosperity to the community, and have also created challenges related to overcrowding, affordability, and resident concern that Bend’s quality of life is eroding.

The purpose of this report is to identify strategies that Visit Bend, in its circumscribed role as a destination management organization (DMO), can play in ensuring the long-term livability and prosperity of Bend. Synthesizing findings from a companion report produced by ECONorthwest on the economic value of tourism in Bend and best practices from other communities managing tourism-fueled growth, we provide a set of policy solutions for Visit Bend to consider. These policies can build on Visit Bend’s momentum, guide future investments of transient room tax (TRT) revenue, and inform strategies to ensure Bend’s long-term livability and appeal as a tourism destination.

What is a Destination Management Organization?

Destination Management Organizations (DMOs) promote tourism to a particular locale to expand tourism’s economic contribution to the area. In addition to advertising the area, supporting events, and running visitor centers, many DMOs also administer the collection and spending of tourism-related taxes such as lodging taxes.

Tourism is integral to Bend’s livability

In Bend, as in many communities with outdoor recreation amenities, the qualities that make Bend a great destination also make it a great place to live. Tourism is the beginning of a diverse and resilient outdoor recreation economy that extends well beyond tourism, as shown in Figure 1.

Outdoor recreation contributes to economic success in many ways.

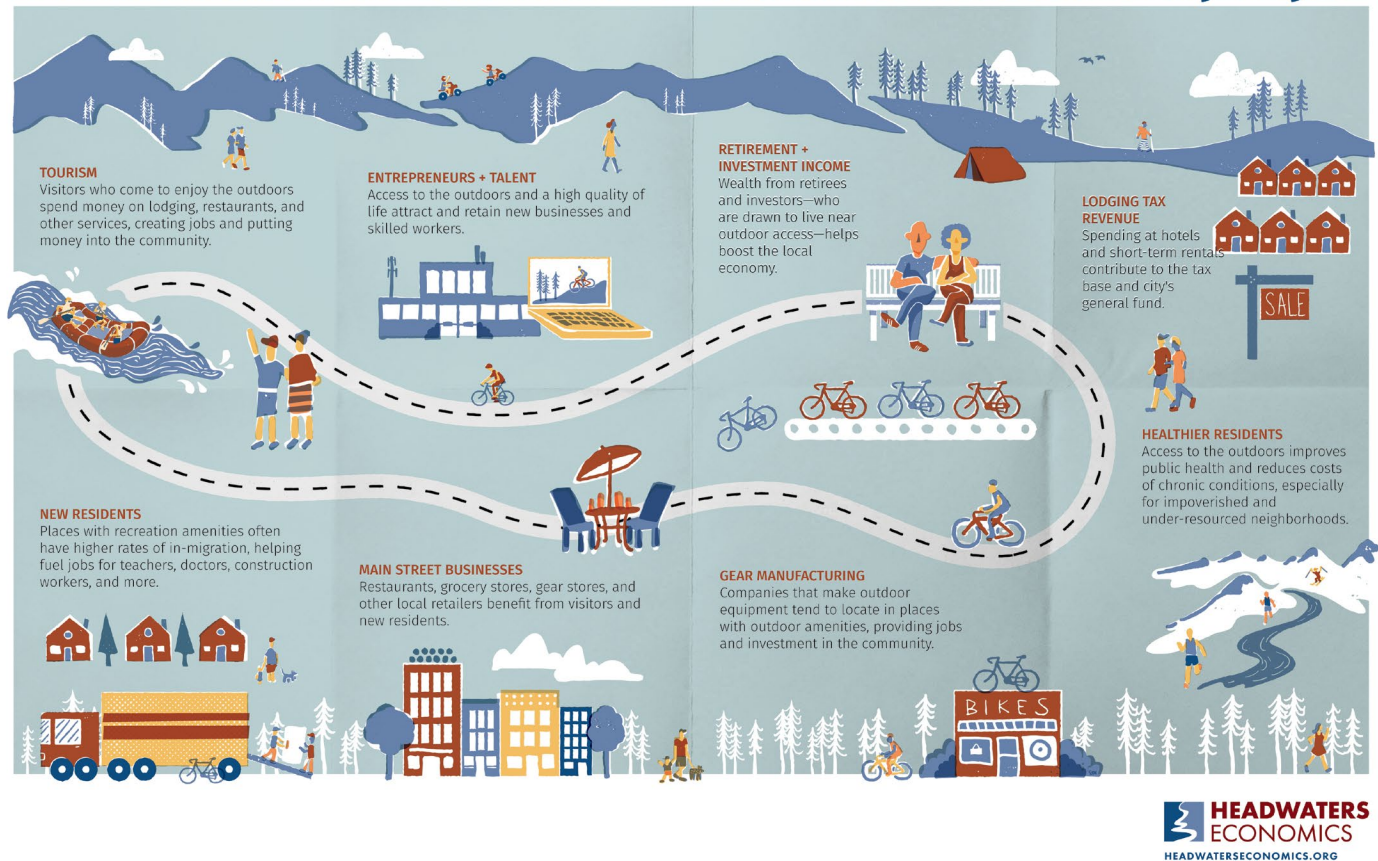


Figure 1: The economic benefits of a tourism economy driven by outdoor recreation extend well beyond tourism, bringing new businesses and attracting and retaining employees; attracting retirees; building tax revenue; encouraging more physically active and healthier residents; providing gear manufacturers with outlets to test their gear and build an authentic brand; sustaining Main Street businesses; and attracting new residents.

The attractions that draw visitors to Bend are the same amenities enjoyed by residents. Analysis by ECONorthwest² finds that users of the area's most popular attractions are predominantly locals, even during the busiest times. The analysis defines locals as people living within a 50-mile radius of Bend.

VISITS BY LOCALS

Mt. Bachelor



**DECEMBER VISITS =
58% LOCAL**

Whitewater Park



**JULY VISITS =
68% LOCAL**

Downtown Bend



**JULY VISITS =
65% LOCAL**

Tourism has helped to fuel growth, and growth has brought growing pains

Like many attractive communities, Bend's desirability has translated into rapid population growth, with Deschutes County's growth rate outpacing all other Oregon counties between 2010 and 2020.³ This growth is a symptom of Bend's success in creating its high quality of life and attractiveness for visitors.

This rapid growth has led to significant challenges for the community.

When the very things that make a community an attractive place to live also threaten it with being loved to death, a community finds itself in what is known as the "amenity trap." Communities facing the amenity trap experience rapidly increasing housing prices, strained infrastructure, and public finances stretched thin as tax revenue is insufficient to pay for growing community needs. Bend is one of many communities across the United States that are rich in natural amenities and struggling with the amenity trap.

Visit Bend must help the community balance tourism and quality of life

Because tourism is directly responsible for attracting new people to town as visitors and then residents, tourism is a driver behind the amenity trap. While DMOs are legally constrained as to the steps they can take to mitigate tourism's impacts, they have an obligation to participate in efforts to mitigate the amenity trap. These efforts are aligned with DMOs' mission: when resident sentiment turns against tourism and tourists, the quality of visitor experiences will decline, and the city misses out on the economic benefits from tourism. The Bend Community Sentiment of Tourism Survey showed that 47% of residents perceive that the costs associated with tourism are greater than its benefits, underscoring the urgency of addressing these problems.

DMOs cannot solve the amenity trap on their own. Progress across the community in affordability, transportation, and public finances requires close partnership with local and state governments, nonprofits serving social and environmental causes, and leaders in tourism-related businesses and the broader business community.

This report proposes two overarching goals that Visit Bend can prioritize to ensure the long-term livability and prosperity for Bend while meeting its legal constraints. The first is to continue investing in programs that support long-term livability by funding "tourist facilities" that also benefit Bend residents. The second describes Visit Bend's need to stabilize the TRT revenue stream available for the city. Visit Bend has a legal obligation to maximize tourism revenue, and a responsibility to aim for stable revenue given its significant contribution to the general fund. Policies that support Bend's livability can also help create an outstanding visitor experience, helping to align community investments with investments in tourism. By prioritizing the long-term livability of Bend and stable revenue contributions into the city's general fund, Visit Bend can take meaningful steps to mitigate the amenity trap.



2. OVERARCHING GOAL #1: Reinvest Transient Room Tax in the community for long-term livability

Visit Bend has consistently taken a longer-term, more holistic perspective on tourism promotion and tourism facilities than traditional DMOs while continuing to comply with its legislatively restricted role. Recognizing that tourism brings both opportunities and challenges to the city, Visit Bend has proactively sought strategies to maximize the benefits to Bend from tourism.

For example, its Bend Sustainability Fund, implemented in 2021, uses Transient Room Tax (TRT) revenue to fund grants to organizations to develop tourism-related facilities in the city. While these projects are required by law to benefit visitors, investments in projects like improved parks and trails, new museum facilities, and river restoration also improve the quality of life for residents.

With the goal of reducing the environmental impact of tourism in the region, Visit Bend has developed programming and materials to encourage visitors (and residents) to follow Leave No Trace principles and promote responsible recreation. Resident sentiment surveys – such as those conducted by Oregon State University’s Sustainable Tourism Lab -- can help Visit Bend understand the effectiveness of these programs.

The Bend Sustainability Fund, Bend Cultural Tourism Fund, and Leave No Trace Destination are innovative approaches among DMOs, demonstrating Visit Bend’s role as a partner in sustaining Bend’s quality of life and as a leader among DMOs nationwide in responsible stewardship of tourism-related revenues. The continued investment of TRT revenue into stewardship of resources valued by tourists and locals alike will help Bend balance the impacts of visitation.

Policy strategies to support long-term livability

The following table summarizes policy strategies Visit Bend can pursue to support the overarching goal of long-term livability. Within each goal we provide a policy solution, suggest Visit Bend’s role in implementing the policy, and identify examples of other communities that have tried similar solutions. The remainder of this section provides a brief narrative of each goal and policy solution.

| OVERARCHING GOAL | POLICY SOLUTION | VISIT BEND'S ROLE | OTHER COMMUNITY EXAMPLES |
|--|---|--|---|
| Invest in housing for tourism industry workforce | <ul style="list-style-type: none"> • Raise additional funds for housing programs | <ul style="list-style-type: none"> • Lead • Facilitate | <ul style="list-style-type: none"> • Whitefish, MT |
| Use funding and data to reduce traffic congestion | <ul style="list-style-type: none"> • Transportation funding routes to popular trailheads | <ul style="list-style-type: none"> • Support | <ul style="list-style-type: none"> • Yosemite Area Regional Transportation |
| Use data to support recreation planning | <ul style="list-style-type: none"> • Use extensive data to support parks and recreation planning | <ul style="list-style-type: none"> • Support | |
| Use visitor relationships to improve hazard preparedness | <ul style="list-style-type: none"> • Unique position to reach visitors | <ul style="list-style-type: none"> • Lead | <ul style="list-style-type: none"> • Big Sky, MT |

Table 1. Policy solutions for Visit Bend to support long-term livability for Bend.

Invest in housing for the tourism industry workforce

As high housing costs impact tourism-related businesses' ability to hire and retain employees, these businesses are less able to provide the services that bring tourists to town, directly impacting Bend's tourism economy and subsequent revenue. Given the direct connection between tourism workforce housing and the city's ability to maximize tourism revenue, Visit Bend could make a strong case to develop additional funding streams for workforce housing programs.

While Visit Bend is restricted in how it spends TRT revenue, it may be able to raise revenue on top of the TRT funds to support housing programs. In Whitefish, Montana, for example, the tourism board voted to charge an additional 1% on top of their TRT with the revenue going to support affordable housing programs in the community.⁴ Visit Bend has the administrative infrastructure to collect this revenue from short-term visitor stays in the area, while complying with its legislatively mandated role. Other revenue streams, such as a Tourism Improvement District (TID), could be administered by Visit Bend and used to support workforce housing. Additional detail around TIDs and other funding mechanisms are discussed later in this report ([Tourism Improvement Districts](#)).

Use funding and data to alleviate traffic and trailhead congestion

Crowded trailheads and traffic congestion on roads around Bend contribute to negative resident perceptions of tourism and reduce the quality of visitor experiences. Visit Bend can help alleviate these challenges by supporting transportation planning and funding for transportation routes to trailheads popular with visitors.

For example, in the five-county region surrounding Yosemite National Park, a mix of county government and land management agency funding supports public transportation. While state law prohibits TRT dollars from being used to support public transportation, unrestricted funds from events could be used to expand existing transit service to areas popular with visitors while concurrently making it easier for Bend's residents to access the outdoors via public transportation. Visit Bend's extensive data on the location and timing of visitors' locations within Bend can inform the planning for these routes and market to visitors to increase their use of public transportation.

Use data to inform recreation planning

Visit Bend relies on sophisticated data and analysis to target marketing and help maximize revenue from TRT for the city. While this data helps Visit Bend to improve their marketing to visitors, it can also be used to help understand the most popular destinations for visitors, the timing of visits, and the number of visitors at sites. The City of Bend's Park and Recreation District has access to surveys of residents to understand their priorities and needs, but they do not have access to similar information about visitors. This lack of data could lead to a mismatch between community needs and the infrastructure and programming provided by the city parks department. By contributing their data and analysis to parks and recreation planning efforts, Visit Bend can improve visitor and resident experiences alike.

Use connections with visitors to support disaster planning and management

Given Bend's susceptibility to wildfire, the community has prioritized efforts to reduce fire risk and improve public safety in the event of a wildfire. Through its relationships with tourism-related businesses and as a trusted resource for visitors to the area, Visit Bend is in a unique position to support natural disaster management.

Prior to a wildfire, planning for outreach and evacuation routes can ensure the public can be kept out of harm's way. Visit Bend can help emergency planners to understand the number of visitors at different times of year and where they are staying to incorporate this information into evacuation planning.

When a public emergency like a wildfire happens, visitors can be difficult to reach because many emergency notification services like reverse 911 are tied to a phone owner's home address. Visit Bend, with its close relationships with lodging establishments and as a trusted resource for visitors to the area, can help disseminate emergency information to visitors.

For example, in Big Sky, Montana, the Chamber of Commerce is an active supporter of wildfire mitigation activities and code improvements, advocating alongside the Big Sky Fire Department. The two organizations collaborated to develop a Wildfire Action Guide that provides residents and visitors with information about signing up for emergency alerts, evacuation routes, and risk-reduction activities. The guide is distributed at local businesses and in visitor lodging.



3. OVERARCHING GOAL #2: Ensure stable TRT revenue for essential city services

The amenity trap cannot be addressed without significant, stable funding.

The City of Bend has long recognized the value of tourism and the need to capture tax revenue from visitors through its lodging tax. Because its lodging tax rules pre-date the statewide TRT rules, the city currently receives 65% of TRT revenues, an advantageous percentage compared to many cities in Oregon. This money goes directly into an unrestricted general fund. In FY2024 this translated into \$14.9 million, or nearly 14% of the city's overall budget. Visit Bend retains 35% of TRT revenue, which must be spent on tourism promotion and tourism facilities. The city's share of TRT revenue is spent on police and fire (85%), streets (10%), and other essential services (5%).⁵ When tourism outperforms forecasts, the additional revenue from TRT collections is unrestricted, enabling the city to use this funding to address its highest priorities. These unrestricted dollars are particularly important because of their flexibility. For example, some unrestricted funding from higher-than-expected TRT revenue was recently used by the city to help fund transitional housing.

While this revenue stream has proven tremendously valuable to funding essential services in Bend, contributing \$65 million to the general fund from 2014-2023, it also points to a substantial fiscal vulnerability.⁶ Tourism is subject to macroeconomic forces beyond Bend or Visit Bend's control such as oil prices, recessions, and global pandemics. In FY2025, Visit Bend and the city are projecting a decrease of about 3% or \$600,000. In 2020, TRT receipts dropped by 15% due to the pandemic. The city must adjust, possibly cutting important services, to accommodate this revenue shortfall.

Policy strategies to help stabilize and maximize revenue

To ensure stability and uninterrupted services for residents, and maximized TRT contributions to the city, the connection between tourism revenue and Bend's general fund requires creative strategies and long-term planning.

Table 2 summarizes two goals for Visit Bend to consider under the overarching goal of stabilizing revenue, along with policy solutions, Visit Bend's role in pursuing the policy, and examples of other communities that have used a similar strategy. The remainder of this section provides a brief narrative of each goal and policy solution.

| OVERARCHING GOAL | POLICY SOLUTION | VISIT BEND'S ROLE | OTHER COMMUNITY EXAMPLES |
|------------------------------------|--|--|--|
| Invest in economic diversification | <ul style="list-style-type: none"> • Small business fund and incubator focused on businesses connected to tourism | <ul style="list-style-type: none"> • Lead | <ul style="list-style-type: none"> • Williston, ND, STAR fund • Farmington, NM, economic diversification sales tax |
| Develop other tax revenue sources | <ul style="list-style-type: none"> • Real estate transfer tax • Tourism Improvement District • Local option sales tax | <ul style="list-style-type: none"> • Advocate | <ul style="list-style-type: none"> • Vermont; North Carolina; Aspen, CO • Montana resort communities • Portland, OR |

Table 2. Policy solutions for Visit Bend to help stabilize tax revenue contributions into Bend's general fund.

Invest in economic diversification

When an economy depends too much on a single industry, it is susceptible to macroeconomic disruptions and unstable tax revenue. Economic diversification can help to mitigate the impact of economic shocks and build economic resilience. Bend can learn from oil- and gas-dependent communities that have learned to weather the ups and downs of resource dependence by investing tax revenue during boom years into businesses that are not immediately connected to oil and gas. In Williston, North Dakota, the START Fund uses a portion of sales tax revenue to support a small business incubator program. In Farmington, New Mexico, 0.25% of sales tax revenue is used to support economic diversification activities, including revitalizing buildings and infrastructure in their downtown area.

Visit Bend can continue to expand the umbrella of the types of projects supported by its Bend Sustainability Fund to include small businesses adjacent to Bend's primary tourism attractions, such as the grant to The Catalyst, which supported the revitalization of a community space and food cart area and multiple grants to revitalize community theater spaces. Investments in entities like outdoor recreation gear manufacturing and design companies and arts and culture organizations support Bend's primary attractions for tourism while also building other economic sectors.

Supporting availability and affordability of childcare, a primary challenge for many working families including those working in tourism-related fields, supports not only tourism businesses but economic diversification more broadly. Bend's Chamber of Commerce has partnered with Child Care Resources to improve connections between employers, their employees, and childcare availability. Visit Bend's ongoing partnership with the Chamber to connect its members in the tourism industry to Child Care Resources will directly support these tourism businesses.

Support the development other tax revenue sources

The City of Bend relies heavily on property taxes as well as lodging tax revenue for general fund operations. Additional tax mechanisms could help to develop revenue streams that fund additional programs, such as housing affordability programs. While Visit Bend cannot levy these new tax mechanisms, it can help to advocate for more revenue options for the city. Potential tax mechanisms to consider include the following:

Real Estate Transfer Tax

One possible revenue source is a real estate transfer tax (RETT), a mechanism that has been used successfully across the United States, particularly in places with high second-home ownership. Vermont, North Carolina, and several cities in Colorado specifically use revenue from RETT to fund affordable housing programs. In Vermont, the RETT rate differs for primary versus nonprimary residences, and the rate increases as the property sale price increases. The state then reinvests those funds to support projects that improve housing affordability and land conservation.

Tourism Improvement Districts

DMOs have narrowly defined rules for how to levy and spend TRT revenue. To enable more flexible revenue spending, tourism-related businesses in several communities have begun voluntarily levying their own fees to fund different

programs, known as a Tourism Improvement District (TID).^{7,8} In many communities these funds go directly to DMOs and the revenue is spent on tourism marketing and promotion, similar to lodging taxes. A TID could include more tourism-related businesses, like restaurants and retail, and spend this revenue beyond the TRT's scope but in a manner that still benefits the tourism-related businesses. For example, programs could include subsidized public transportation, childcare, or housing for employees of tourism-related businesses. A TID could also be established to raise revenue from the region and support regional programs, rather than being confined to the City of Bend. Revenue from a TID would allow Visit Bend greater flexibility to invest in programs that benefit its members and the greater community. Visit Bend supports the establishment of a TID to support workforce housing, childcare, health insurance, and transportation programs for the tourism workforce. It recently commissioned a feasibility study to understand how a TID could be developed for Bend.

Local Option Tax

Local option taxes allow communities to levy taxes to best meet their local needs. In Oregon, local governments can enact local option taxes, once approved by voters, which are applied as levies on property taxes.⁹ In Bend, the city council recently adopted a transportation fee and voters recently approved a new fire and rescue levy.¹⁰ Many communities across Oregon use these local option taxes to provide additional funding for schools.

In Montana, tourism-dependent communities have the option to enact a “resort tax” on lodging, restaurants, bars, and recreation facilities such as ski resorts. The community decides whether to levy the sales tax and how to spend resulting revenue; communities use this money for property tax relief, affordable housing projects, and infrastructure upgrades. A similar program in Bend could provide a more flexible mechanism for the city to diversify and stabilize revenue streams. Voters could decide how this revenue is spent, creating an added benefit of giving residents greater agency over the tourism economy and its impacts. While Visit Bend would not administer this program, it could play an important role in supporting policy changes at the state level.



4. CONCLUSION

Bend, Oregon, faces a challenge confronted by many high-amenity communities: the very qualities that make it a popular tourist destination – natural beauty, abundant outdoor recreation – also contribute to its livability, attracting new residents and driving growth. This rapid growth has led to concern among residents about rising housing costs, traffic congestion, and a potential decline in the very things that make Bend special.

Visit Bend has a unique opportunity and obligation to play a significant role in ensuring Bend’s long-term livability and prosperity. While Visit Bend’s legal mandate restricts its ability to directly address some amenity trap challenges, it can leverage its expertise and resources in several important ways.

First, Visit Bend can champion programs that directly support Bend’s livability. This includes advocating for funding for workforce housing programs, promoting responsible recreation practices, and utilizing its visitor data to inform parks and recreation planning efforts. Additionally, Visit Bend can be a valuable partner in emergency preparedness by disseminating critical information to visitors during wildfires or other natural disasters.

Second, Visit Bend can play a key role in maximizing and ensuring stable revenue streams for Bend’s general fund. This could involve advocating for the development of other tax revenue sources, such as a Tourism Improvement District, real estate transfer tax, or a local option sales tax, to diversify the city’s revenue sources.

Visit Bend can use several metrics to help track progress on the overarching goals of long-term livability and revenue stability. Livability indicators such as trends in resident sentiment regarding tourism, the share of second-home ownership or the share of housing units occupied by residents, and income inequality can inform Visit Bend about progress in improving the long-term livability of Bend. Economic metrics such as measures of economic diversification, the stability of TRT revenue over time, and the share of TRT contributions relative to the overall size of Bend’s general fund can help track whether Visit Bend is making progress in stabilizing TRT revenue.

By implementing these strategies and communicating its intention to balance tourism revenue with tourism impacts, Visit Bend can demonstrate its commitment to Bend’s residents and its tourism industry. Bend can continue to be a place where a thriving tourism industry coexists with a high quality of life for its residents.

ENDNOTES

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BOARD AGENDA COMMUNICATION

AGENDA DATE: July 1, 2025

SUBJECT: Election of Chair and Vice Chair

STAFF RESOURCE: Michelle Healy, executive director

PREVIOUS BOARD ACTION: None

ACTION PROPOSED: Conduct election of board officers

BACKGROUND

The board of directors annually elects a chair and vice chair at the first meeting in July of the new fiscal year, the chair and vice chair each serve a one-year term. Duties and responsibilities of the chair include presiding at board meetings, appointing committees and signing ordinances, resolutions, proclamations, correspondence, the executive director's employment contract, etc., on behalf of the board of directors. The chair may also serve as the legislative liaison and represent the board of directors in meetings with other agency officials, and at public functions requiring a presence of the district. In the event the chair is absent from a meeting or unavailable for any of the duties mentioned above, the vice chair will substitute for the chair.

MOTION

I nominate _____ to serve as chair of the Bend Park & Recreation District Board of Directors for Fiscal Year 2025-2026.

I nominate _____ to serve as vice chair of the Bend Park & Recreation District Board of Directors for Fiscal Year 2025-2026.

BOARD AGENDA COMMUNICATION

AGENDA DATE: July 1, 2025

SUBJECT: Appoint Executive Secretary of the Board of Directors

STAFF RESOURCE: Michelle Healy, executive director

PREVIOUS BOARD ACTION: None

ACTION PROPOSED: Appoint Michelle Healy, executive director, as executive secretary of the board of directors

BACKGROUND

The board of directors is required to appoint an executive secretary according to Oregon State Statute 266.370. As a matter of formality, the board annually appoints the executive director to serve in this capacity. The executive secretary represents the board in business matters and signs ordinances, resolutions, proclamations, correspondence, contracts, deeds, etc., on behalf of the board of directors and the district.

STAFF RECOMMENDATION

Appoint Michelle Healy, executive director, to serve as the executive secretary of the board.

MOTION

I move to appoint Michelle Healy, executive director, to serve as executive secretary of the Bend Park and Recreation District Board of Directors for fiscal year 2025-26.

BOARD AGENDA COMMUNICATION

AGENDA DATE: July 1, 2025

SUBJECT: Appoint Budget Officer of the Board of Directors

STAFF RESOURCE: Michelle Healy, executive director

PREVIOUS BOARD ACTION: None

ACTION PROPOSED: Appoint Kristin Toney, director of administrative services, as budget officer of the board of directors

BACKGROUND

The board of directors is required to appoint a budget officer according to Oregon State Statute 294.331. As a matter of formality, the board should appoint the director of administrative services to serve in this capacity. The budget officer is responsible for managing financial resources, including creating and managing budgets, analyzing financial data, and preparing financial reports on behalf of the board of directors and the district.

STAFF RECOMMENDATION

Appoint Kristin Toney, director of administrative services, to serve as the budget officer of the board.

MOTION

I move to appoint Kristin Toney, director of administrative services, to serve as budget officer of the Bend Park and Recreation District Board of Directors for fiscal year 2025-26.

BOARD AGENDA COMMUNICATION

| | |
|-------------------------------|---|
| AGENDA DATE: | June 1, 2025 |
| SUBJECT: | Board of Directors Meeting Dates and Times |
| STAFF RESOURCE: | Michelle Healy, executive director |
| PREVIOUS BOARD ACTION: | None |
| ACTION PROPOSED: | Set board meeting dates and times for 2025-26 |

BACKGROUND

The board formally determines the meeting dates and times for the year at the first meeting in July. Meetings are typically held on the first and third Tuesday of each month. Agenda items include, but are not limited to:

- Visitor Comments
- Staff Introductions and Recognitions
- Work Session
- Business Session
- Executive Session
- Executive Director's Report

MOTION

"I move that the Bend Park and Recreation District Board of Directors hold regular public meetings on the first and third Tuesdays of each month, beginning at 5:30 p.m. with a work session, followed by a business session, unless otherwise noticed."

BOARD AGENDA COMMUNICATION

| | |
|-------------------------------|---|
| AGENDA DATE: | July 1, 2025 |
| SUBJECT: | Second Reading and Adoption of Ordinance No. 14 Park Rules and Regulations |
| STAFF RESOURCE: | Joel Lee, Park Stewardship Manager |
| GUEST PRESENTER: | Paul Taylor, Bryant, Lovlien & Jarvis |
| PREVIOUS BOARD ACTION: | Public Hearing and First Reading Ordinance No. 14 Park Rules and Regulations June 17, 2025; Adopted Ordinance No. 11 Park Rules and Regulations September 4, 2018; Work session updates Oct. 1, 2024 and Feb. 4, 2025 |
| ACTION PROPOSED: | Second Reading and Adoption of Ordinance No. 14 |
| STRATEGIC PLAN: | |
| Priority: | Team |
| Goal: | Support the well-being and safety of all district employees |
| Strategy: | Identify opportunities to enhance a welcoming, safe and inclusive work environment |

BACKGROUND

The Board received and conducted the first reading of Ordinance No. 14, Park Rules & Regulations, at the June 17, 2025, board meeting. Ordinance No. 14 (Attachment A) replaces Ordinance No. 11, which was adopted in 2018.

New or revised sections of the Park Rules & Regulations in proposed Ordinance No. 14 include:

- New definitions section.
- New Waters and Waterways section.
- Animals section – added maximum length of leash to be 15 feet. Clarify “Only Assistance Animals” are allowed in facilities.
- Vehicles section – new language to address e-bikes and other rolling devices. Proposed to continue allowing pedal-assist bicycles on trails and in parks; throttle-assist electric bicycles for parking areas only like a motorized vehicle.
- Restrooms section – ordinance to include temporary rules in effect since July 2024.
- Updates to business operations and organized events to reflect current permit practices.
- Exclusion and appeal process has more details.

STAFF RECOMMENDATION

Staff recommend that the board conduct a second reading of Ordinance No. 14 - Park Rules and Regulations. The board may choose to direct the second reading of the ordinance be done by title only. Adoption may occur following the second reading.

BUDGETARY IMPACT

None

MOTIONS

- 1. I move to conduct the second reading of Ordinance No. 14 by title only.*
- 2. I move to adopt Ordinance No. 14.*

ATTACHMENT

Attachment A: Ordinance No. 14 – Park Rules and Regulations (2025)

BEND PARK & RECREATION DISTRICT
Ordinance No. 14 – Rules and Regulations

**AN ORDINANCE ESTABLISHING RULES AND REGULATIONS GOVERNING THE CONDUCT
 OF THE USERS OF THE FACILITIES OF LAKES, PARKS, RECREATIONAL GROUNDS
 AND BUILDINGS WITHIN THE DISTRICT**

WHEREAS, ORS 266.410(7)(b) empowers park and recreation districts to make and enforce regulations governing the conduct of the users of the facilities of lakes, parks, recreational grounds and buildings within the District; and

WHEREAS, on September 4, 2018, the Board of Directors (the “**Board**”) for Bend Park & Recreation District (the “**District**”) adopted Ordinance No. 11 (“**Ordinance No. 11**”), which established rules and regulations governing the conduct of the users of the facilities of lakes, parks, recreational grounds and buildings within the District; and

WHEREAS, the Board finds it necessary and appropriate to amend and replace the District’s rules and regulations governing the conduct of the users of the District’s facilities and has held public hearings in Deschutes County consistent with the requirements of state law.

NOW, THEREFORE, Bend Park & Recreation District ordains as follows:

Section 1. Findings. The above stated findings contained in this Ordinance No. 14 (this “**Ordinance**”) are adopted.

Section 2. Purpose. The purpose of this Ordinance is to adopt updated rules and regulations governing the conduct of users of properties and facilities owned or managed by the District.

Section 3. Rules and Regulations. The rules and regulations contained in Exhibit A (the “**Rules and Regulations**”), which is attached to this Ordinance and incorporated by reference, are adopted as the District’s regulations governing the conduct of the users of the facilities of lakes, parks, recreational grounds, and buildings within the District. This Ordinance amends, replaces, and supersedes Ordinance No. 11 in its entirety and all ordinances, resolutions, or policies in conflict with the Rules and Regulations. Nothing in this Ordinance affects the validity of any criminal or civil enforcement actions commenced prior to the adoption of this Ordinance; all District ordinances existing at the time that such actions were filed will remain valid and in full force and effect for purposes of those actions.

Section 4. Severability Clause. All pronouns contained in this Ordinance and any variations of such pronouns will be deemed to refer to the masculine, feminine, or neutral, singular or plural, as the applicable context may require. The singular includes the plural, and the plural includes the singular. The word “or” is not exclusive. The words “include,” “includes” and “including” are not limiting. Any reference to a particular law, statute, rule, regulation, code or resolution includes the law, statute, rule, regulation, code or resolution now in force or

as later amended. The provisions of this Ordinance are declared to be severable. If any section, subsection, sentence, clause or portion of this Ordinance is for any reason held invalid, unenforceable or unconstitutional, such invalid, unenforceable or unconstitutional section, subsection, sentence, clause or portion will (a) yield to a construction permitting enforcement to the maximum extent permitted by applicable law, and (b) not affect the validity, enforceability, or constitutionality of the remaining portions of this Ordinance. This Ordinance may be corrected at any time by resolution of the Board to cure editorial or clerical errors, or to comply with applicable law.

Date of First Reading: June 17, 2025

Date of Second Reading: July 1, 2025

Passed and Adopted by the Board of Directors on this 1st day of July 2025.

Yes _____

No _____

BEND PARK & RECREATION DISTRICT

Jodie Schiffman, Board Chair

Attested by:

Michelle Healy, Executive Director

BEND PARK & RECREATION DISTRICT
ORDINANCE 14
RULES AND REGULATIONS

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Date Adopted: _____

ARTICLE 1. PREAMBLE

- 1.1 Bend Park and Recreation District is an Oregon special district authorized to provide park and recreation services by ORS 266.410. The District Board of Directors, in accordance with ORS 266.410(7)(b), has adopted the following rules and regulations to ensure that Bend's park and recreation system remains inviting for residents' and visitors' safe use and enjoyment. These rules and regulations apply to and shall be enforced at all properties owned or managed by District.
- 1.2 Through these rules and regulations, District aims to promote and protect the health, welfare and safety of all patrons at District properties.
- 1.3 District strives to be a responsible steward of public resources by preserving the system's health and integrity from overuse and abuse to ensure that future generations have access to the same exemplary park system that Bend enjoys today.
- 1.4 District wants everyone to feel welcome and invited into environments where all individuals are treated with respect and dignity and hold those responsible when these essential tenets are violated.

ARTICLE 2. DEFINITIONS

- 2.1 "Assistance Animal" has the meaning assigned to that term in ORS 659A.143.
- 2.2 "Campsite" means a place where any bedding, sleeping bag or other material used for bedding purposes or any tent or other shelter is placed for the purpose of maintaining a temporary place to live or sleep.
- 2.3 "Caregiver" is a person who provides care for a person who needs help such as a child, person with disabilities or older adult. Caregivers can be family members, friends, neighbors or professionals.
- 2.4 "Chair of the Exclusion Appeals Panel" means the returning member from the most recent prior second appeal hearing, whose role is to issue written decisions of second appeals from the Exclusion Appeals Panel.
- 2.5 "City" means the City of Bend.
- 2.6 "Decisionmaker" means the deciding person or Panel at the applicable level of the appeals process as further described in Articles 16.5 and 16.6.
- 2.7 "District" means Bend Park and Recreation District.
- 2.8 "District Facility" means any building, structure or improved property leased, managed, owned or operated by the District.
- 2.9 "District Park" means any neighborhood park, community park, regional park, special use park, plaza, trail, path, athletic field, sports complex or undeveloped property leased, managed, owned or operated by the District.
- 2.10 "District Program" means any recreational program, activity or special event sponsored by the District.

- 2.11 “District Property” means all real and personal property owned or in which the District has a property interest, including as an easement holder, or over which the District has a management responsibility.
- 2.12 “District Waters” means all rivers, streams, ponds, irrigation sources and other waters and waterways: (a) located on District Property; or (b) over which the District has management authority pursuant to a public easement or other agreement.
- 2.13 “Ejection” means a directive that a person temporarily (i.e., for the remainder of the day or less) leave District Property.
- 2.14 “Enforcement Officer” means any peace officer, park steward, executive director, or a designee, or any other person with authority to enforce these Rules.
- 2.15 “Exclusion” means an order excluding a person from all or a portion of District Parks, Facilities and Programs pursuant to Article 15 of these Rules.
- 2.16 “Exclusion Appeals Panel” means the appeal Decisionmaker as further defined in Article 16.6.
- 2.17 “Excluded Person” means a person who is denied access to or barred from all or part of District Property for a length of time.
- 2.18 “Executive Director” means District’s Executive Director, who has been appointed and designated by the Board of Directors as the District’s chief executive officer. Unless otherwise stated, for the purposes of these Rules Executive Director includes an Enforcement Officer.
- 2.19 “Fireworks” has the meaning assigned to that term in ORS 480.111(7).
- 2.20 “Gender identity” means an individual’s gender-related identity, appearance, expression or behavior, regardless of whether the identity, appearance, expression or behavior differs from that associated with the gender assigned to the individual at birth.
- 2.21 “Notice of Exclusion” means a notice issued pursuant to Article 15 of these Rules excluding an individual from all or part of District Property, Parks, Facilities or Programs for a period of time.
- 2.22 “Owner” means an animal’s legal owner or handler.
- 2.23 “Rolling Device” means a bicycle, skateboard, scooter, inline skates, e-bike, e-scooter or other electric micromobility device that uses wheels for movement.
- 2.24 “Rules” means these District rules and regulations.
- 2.25 “Smoking Instrument” has the meaning assigned to that term in OAR 333-015-0030(23).
- 2.26 “Inhalant Delivery System” has the meaning assigned to that term in OAR 333-015-0030(14)(a).
- 2.27 “Weapon” has the meaning given that term in ORS 166.360(10).
- 2.28 “Wildlife” means animals, including mammals and birds, that are neither human nor domesticated, excluding fish.

ARTICLE 3. GENERAL CONDUCT RULES

- 3.1 District Property shall be used in accordance with these Rules and all applicable city, county, state or federal laws, ordinances and regulations. Criminal activity on District Property will be reported to the Bend Police Department or Deschutes County Sheriff's Office. Violations of these Rules are subject to enforcement by an Enforcement Officer.
- 3.2 Without limiting the generality of Article 3.1, while on District Property, no person shall:
- A. Discriminate against, disturb, disrupt, harass or otherwise endanger the comfort, health, peace or safety of another person, including by engaging in any behavior that is threatening, intimidating, abusive or harassing of others.
 - B. Disobey a site-specific code of conduct, any posted signs and notices, or any reasonable written directive of the Enforcement Officer.
 - C. Disobey any reasonable verbal directive or request of the Enforcement Officer based on District policies or during an emergency.
 - D. Possess or consume alcoholic beverages without a permit.
 - E. Damage, remove, tamper with, modify or deface District Property, including vegetation, dirt, equipment and rocks, except in designated play areas.
 - F. Litter or otherwise deposit or abandon any garbage, waste or other materials except in receptacles specifically provided for such purposes. Garbage, yard debris and other refuse shall not be brought on to District Property for disposal.
 - G. Sleep overnight or establish a Campsite on District Property. The Campsite owner or occupant will either be notified to remove the Campsite or the camping materials will be removed in accordance with state law.
 - H. Connect to District utilities for personal use.
 - I. Walk, stand, sit, climb on, or jump from any monument, statue, building, fountain, railing, fence, roof or other structure not intended for that purpose.
 - J. Use a Smoking Instrument or Inhalant Delivery System of any kind on District Property.
 - K. Create or maintain any open flame, to include charcoal barbeques. Portable propane camp stoves and gas barbeques are permitted to the extent that they are operated in a safe manner and do not damage District Property or present a fire danger.
- 3.3 The Executive Director has authority to implement these Rules as follows:
- A. The Executive Director may adopt a location-specific code of conduct when necessary to interpret or clarify these Rules or to protect the health, welfare and safety of all persons or property at a District Park or District Facility. The Executive Director's authority to adopt a location-specific code of conduct may not be delegated.

- B. The Executive Director may grant exceptions to any of these Rules in a permit or lease issued pursuant to Article 12.

ARTICLE 4. WATERS AND WATERWAYS

- 4.1 All District Waters shall be accessed at designated locations and used in accordance with applicable Oregon State Marine Board rules and regulations.
- 4.2 No person shall anchor or tie watercraft to any bridges, structures or landforms located in or adjacent to District Waters.
- 4.3 No person shall bathe, wash clothing or other materials, or clean fish in District Waters.
- 4.4 No person shall jump, dive or otherwise propel themselves or any other person or object into District Waters from any tree, bridge or other structure.
- 4.5 No person shall use surfboard or bodyboard leashes while surfing in the Bend Whitewater Park.
- 4.6 No person shall possess glass containers while in, on or around District Waters.
- 4.7 No person shall disregard temporary or permanent closures for riparian repair and restoration.

ARTICLE 5. DISPLAYS

- 5.1 No person shall display sexually explicit material, as defined by Oregon law, in view of minors.
- 5.2 No person or group, whether or not engaging in an authorized event, shall display or perform sexually explicit artwork, artwork that is threatening or incites violence, or other obscene material in a manner that reasonably might interfere with other persons' enjoyment of District Property.
- 5.3 Artwork, displays or performances shall be located so as to minimize disturbance to those wishing to avoid such displays or performances, minimize congestion, and promote the flow of foot traffic through District Properties.
- 5.4 No unattended or staked signs may be placed on District Property.

ARTICLE 6. WEAPONS, HUNTING AND FIREWORKS

- 6.1 No person shall possess a loaded firearm on District Property within City limits except in accordance with state and federal law.
- 6.2 No person shall fire or discharge any weapon which acts by force of an explosive on District Property within Deschutes County limits except in accordance with Deschutes County Code 9.08.040.
- 6.3 No person shall possess a loaded or unloaded firearm, firearm replica or any other instrument used as a dangerous weapon while in or on a public building as defined in ORS 166.360(9), except as permitted by ORS 166.370.
- 6.4 No person shall use a Weapon while on District Property except as authorized pursuant to state law.

- 6.5 Fishing is permitted on District Property consistent with state law, to include state licensing requirements described in ORS Chapter 497.
- 6.6 No person shall hunt, trap or remove any Wildlife from District Property.
- 6.7 No person shall possess or use Fireworks or other explosives on District Property unless express written permission is granted by Executive Director and the State Fire Marshall.

ARTICLE 7. ANIMALS

- 7.1 Feeding waterfowl and other Wildlife is prohibited.
- 7.2 No person shall damage, harm, injure, molest or otherwise disturb any Wildlife or Wildlife dwelling.
- 7.3 Horses and other stock animals are prohibited.
- 7.4 An animal's Owner is responsible and liable for the animal's actions. An animal or its Owner may be excluded from District Property for failure to abide by District Rules, including for harm threatened or caused by Owner's animal.
- 7.5 A dog's Owner shall maintain control of the dog by securely holding onto a physical leash (not an electronic control device) that is attached to the dog, except when in a designated off-leash area. The leash must be no longer than 15 feet in length. Dogs may not be secured to a stationary object and left unattended.
- 7.6 Owners shall promptly pick up and dispose of animal waste in proper receptacles. Bags containing animal waste shall not be left unattended to be removed later.
- 7.7 An animal's Owner shall not allow the animal to: (a) harass, threaten, injure or fight with a person or another animal for any reason; or (b) damage District Property or another person's property, including by digging or burrowing.
- 7.8 Any dog that has a set of permanent canine teeth or that is six months of age or older, whichever comes first, must be licensed and current in vaccinations in accordance with state and county law. A dog's Owner shall be found in violation of this rule if the dog is not wearing its collar and tag.
- 7.9 Dogs are not permitted in ponds on District Property.
- 7.10 Owners shall comply with all site-specific rules and guidelines posted at off-leash dog areas.
- 7.11 Only Assistance Animals are allowed in District Facilities.

ARTICLE 8. VEHICLES

- 8.1 All vehicles must be operated in accordance with the Oregon Vehicle Code while on District Property. This Article shall be interpreted in concordance with Oregon Vehicle Code.
- 8.2 No person shall operate a motor vehicle, bicycle, electric-assisted bicycle or other Rolling Device in a manner that endangers or would be likely to endanger any person or property.

- 8.3 No person on a bicycle, electric-assisted bicycles or other Rolling Devices shall fail to yield the right of way to all pedestrians, fail to give an audible warning before overtaking and passing a pedestrian, or operate an electric-assisted bicycle on a sidewalk in violation of ORS 814.410.
- 8.4 Motor vehicles, including electric-assisted bicycles with throttles, are prohibited except in roadways and parking areas designated for motor vehicles, except as otherwise allowed by state law, these Rules or applicable permit. The foregoing shall not apply to District or public safety vehicles.
- 8.5 Bicycles, pedal-assist electric-assisted bicycles and other Rolling Devices are permitted on pedestrian trails and pathways unless prohibited by the Executive Director to ensure the safety of District users.
- 8.6 Except where expressly permitted, such as at skate and bike parks, bicycles, electric-assisted bicycles, or other Rolling Devices are not permitted on any plazas, retaining walls, furniture, stairs, handrails, sports fields, swimming pools, sports courts, playgrounds, off-leash areas, recreation facilities, areas reserved for special events, and other areas as prohibited by site-specific rules.
- 8.7 Bicycles, electric-assisted bicycles, or other Rolling Devices may only be locked to designated bicycle racks, and not to trees, benches or other amenities not designated for that purpose.
- 8.8 Motor vehicles shall only be parked in designated parking spaces, and shall not be parked on vegetated areas including, but not limited to, grass, shrubbery, or other landscaping not intended for parking. Parking lots on District Property shall be used strictly in accordance with posted site-specific rules, such as those designating loading zones, time limits, spaces for District staff only, and handicapped spots.
- 8.9 No person shall use District parking spaces except while they are lawfully using District Property.
- 8.10 No vehicle may be parked on District property between 10:00 p.m. and 5:00 a.m., except during District Program or Facility operating hours; or in parking lots as otherwise posted (e.g., designated sunrise to sunset hours).
- 8.11 Vehicles parked on District Property in violation of these Rules or state law may be towed in accordance with state law.
- 8.12 No person shall drive a motor vehicle or a combination of motor vehicles in a manner that impedes or blocks the normal and reasonable movement of traffic.

ARTICLE 9. RESTROOMS

- 9.1 Park restrooms and portable toilets are to be used for their intended purposes of the promotion of personal hygiene, hand washing and elimination of human waste.
- 9.2 Individual restrooms, changing rooms and restroom stalls are not to be occupied by more than one person and for no longer than 10 minutes, except for those with a disability or who are accompanied by a Caregiver.
- 9.3 Facility locker rooms are provided only to clean one's body and to store personal belongings for the time when the facility user is inside the building.

- 9.4 Any person over the age of six must use the restroom, locker room or changing room that corresponds to their gender identity. Nongendered restrooms, locker rooms and changing rooms are available to all users. Persons may request reasonable accommodation from District staff as needed.
- 9.5 No person shall use a cell phone, camera, recording device or other photographic equipment inside a restroom facility, locker room or changing area.
- 9.6 No person shall urinate or defecate on District Property except in restroom toilets or portable toilets.
- 9.7 Persons must abide by posted restroom hours.
- 9.8 Restrooms and portable toilets shall not be used to store belongings.

ARTICLE 10. SPECIFIC RECREATIONAL ACTIVITIES

- 10.1 The use of metal detectors is prohibited on District Property.
- 10.2 Slacklines, hammocks and similar devices are permitted to the extent that their use is consistent with District Rules, site-specific rules, and respectful of persons and property. Guidelines are available on District's website or by contacting Park Stewards.
- 10.3 Geocaching/letterboxing is permitted to the extent that the activity is consistent with District Rules, site-specific rules, and respectful of persons and property. Guidelines are available on District's website or by contacting Park Stewards.
- 10.4 Activities involving the use of airborne projectiles that may harm people or property are prohibited. This prohibition includes, without limitation, golfing, archery, discus, javelin, shotput and model rockets.
- 10.5 Unmanned aerial vehicles (e.g., drones) and other remote-controlled devices are permitted to the extent that they do not endanger the comfort, health, peace, or safety of others or cause harm to District Property. To the extent permitted by applicable law, the Executive Director may prohibit the use of an unmanned aerial vehicle on District Property that endangers persons or property. Such devices shall be operated in accordance with state and federal law and such guidelines as may be adopted by the Executive Director. Guidelines are available on District's website or by contacting Park Stewards.
- 10.6 No person shall intentionally tether, launch or land a hot air balloon, paraglider, hang glider, parachute or other similar device on District Property.

ARTICLE 11. BUSINESS OPERATIONS AND ORGANIZED EVENTS

- 11.1 Business Operations on District Property require a permit obtained through District reservation system as described in the Business Operations in Parks and Facilities Policy. Business activities are defined to include concession sales, equipment rental, instructional activities, or other programmed activities under the organization, direction, or supervision of an individual or organization including:

- A. Operating a fixed or mobile concession; or
 - B. Soliciting, selling, offering for sale, peddling, hawking, advertising or vending any goods or services; or
 - C. Displaying commercial advertisements, leafleting, signs, or business cards on facility bulletin boards or elsewhere on District Property.
- 11.2 No person shall organize, conduct or participate in any organized event or other scheduled activity that is publicly advertised without prior authorization from the Executive Director. An organized event or other scheduled activity that is publicly advertised on District Property requires a reservation obtained through the District reservation system as described in the Event Rentals in Parks Policy.

ARTICLE 12. PERMITS

- 12.1 The Executive Director shall have the authority to issue permits or to grant exceptions or waivers to any of the terms of these Rules for certain events and activities and in cases where District Property is leased to a third party to operate.
- 12.2 Permit-holders shall keep the permit on their person at all times while engaging in the permitted activity.
- 12.3 Permit-holders must abide by all District Rules unless granted an exception or waiver by the terms of the permit. Permit-holders are required to abide by all permit conditions at all times.
- 12.4 Permit-holders shall be liable for any loss, damage, or injury to any person or property caused by a permit-holder's use of District Property pursuant to the permit.
- 12.5 The Executive Director has the authority to revoke a permit upon finding of a violation of any of these Rules, laws, or other authority, or, in his or her sole discretion, to promote safety and welfare in the District.

ARTICLE 13. CLOSURES

- 13.1 District Property is closed to the public from 10:00 p.m. until 5:00 a.m. except during District Program or Facility operating hours, as otherwise posted, or as authorized by the Executive Director. Parking lots at Shevlin Park, Sawyer Park, Riley Ranch Nature Reserve, and others as designated by the Executive Director are closed from sunset until sunrise. It shall be unlawful to enter or remain on District Property during closed hours, except:
- A. A person may enter upon a closed District Property for a reasonable amount of time to retrieve their personal property or vehicle; or
 - B. Pedestrians or bicyclists may travel through District Property on designated trails or walkways to destinations outside of District Property; or
 - C. By permit.
- 13.2 The Executive Director may close or limit the use of District Property to ensure the safety and security of people and property or to curtail misuse or Rules violations.

- 13.3 No person shall refuse an order to evacuate District Property in case of an emergency.

ARTICLE 14. ENFORCEMENT OF RULES AND REGULATIONS

- 14.1 Nothing in this section shall be constituted to authorize the Ejection or Exclusion of person for lawfully exercising free speech rights or other rights protected by the state or federal constitutions. A person lawfully exercising these protected rights but who commits an act that is not protected can be subject to Ejection or Exclusion as provided for in this section.
- 14.2 The Enforcement Officer is vested with authority to enforce these Rules and to take the following action:
- A. Issue Ejections, citations or Exclusions as provided by these Rules to any person who violates any provision of the District Rules; or
 - B. Refuse entrance to a District Facility or Program, or to require a person to leave a District Property, Facility or Program.
- 14.3 No person shall refuse to leave any District Property, Facility or Program after being directed to leave by an Enforcement Officer. Entering or remaining unlawfully in or upon District Property may subject a person to Exclusion or arrest and prosecution for criminal trespass.
- 14.4 Any Enforcement Officer may protect the safety or health of the public or protect District Property. This authority includes actions that temporarily:
- A. Permit or limit specific activities or uses in designated portion of a District Property;
 - B. Designate a location within a District Property for a single use to avoid conflicts between users;
 - C. Restrict access to or close a portion of a District Property; or
 - D. Exclude a person from District Property.
- 14.5 No person shall interfere with any Enforcement Officer enforcing these Rules. Interference with an Enforcement Officer may result in Exclusion.
- 14.6 Pursuant to ORS 266.450, violation of these Rules is punishable by Exclusion; or a misdemeanor punishable by a fine not to exceed \$100 or imprisonment not to exceed five days, or both.
- 14.7 Action to impose punishment shall be brought in the name of the District in any court having jurisdiction of misdemeanors under state law. The action shall be brought in the County in which the District, or greater portion of the area of the District, is located pursuant to ORS 198.600(2).

ARTICLE 15. EXCLUSIONS

- 15.1 ORS 266.410(8) established the authority for District to exclude a person for violations of any District Rule.
- 15.2 An Enforcement Officer may direct any person to temporarily leave District Property (i.e., an Ejection) for a minor violation, disruptive conduct or violation of these Rules, city or county code or state law, or in emergency situations where the person needs to leave the area, for their safety

- or the safety of others, for the remainder of the day. An Ejection does not constitute a formal Exclusion as defined in this policy and this policy does not require that the Ejection be in writing.
- 15.3 An Enforcement Officer may exclude a person from District Property, subject to state law, for any of the following:
- A. Violation of District Rule;
 - B. The person is subject to civil exclusion from District Property pursuant to Bend Municipal Code 5.40.010 et seq.; or
 - C. As ordered by a court of law.
- 15.4 If an Excluded Person violates a written Exclusion, local law enforcement may be called and the person may be arrested for criminal trespass.
- 15.5 Exclusions are effective as of the date indicated in the Notice of Exclusion.
- 15.6 An Enforcement Officer may exclude any person who violates any provision of District Rules from any District Facility, Program or Property. There are four classes of Exclusion based on the severity, frequency and number of violations as stated below, or other mitigation or enhancement factors, such as compliance with Enforcement Officers' directives, likelihood of recurrent violations, or risk to persons' safety. Additional information gathered after the initial exclusion decision may result in a modification that increases or decreases the longer length of exclusion.
- 15.7 Class 1 Exclusion: The length of Exclusion from District Property shall be 30 days for:
- A. Violations resulting in minimal impact on persons and property.
- 15.8 Class 2 Exclusion: The length of Exclusion shall be between 31 and 90 days for:
- A. Multiple violations supporting the Exclusion or repeated Class 1 Violation with minimal impact to people and property;
 - B. Violation of a Class 1 Exclusion; or
 - C. Failure to comply with an Enforcement Officer's directives.
- 15.9 Class 3 Exclusion: The length of Exclusion shall be between 91 and 180 days for:
- A. Violations significantly impacting persons or property, such as threatening language, vandalism, theft or threat of bodily harm to another person;
 - B. Behavior that evidences criminal activity;
 - C. Violation of Class 2 Exclusion; or
 - D. Failure to comply with Enforcement Officers' directives.
- 15.10 Class 4 Exclusion: The length of Exclusion shall be between 181 days and one year for:
- A. Activity that is the basis for serious criminal charges;
 - B. Actual violence or harm to people or property;

- C. Evidence of bias crime as described by ORS 147.380; or
 - D. Failure to comply with Enforcement Officers' directives.
- 15.11 The places to which an Exclusion applies shall be determined based on the nature of the violation and the interest of protecting persons and District Property and shall be in the sole discretion of the Enforcement Officer.
- 15.12 The Enforcement Officer issuing the Exclusion shall fill out and sign the Notice of Exclusion using the District's approved form. The Enforcement Officer shall make a reasonable attempt to deliver the Notice of Exclusion to the Excluded Person. A refusal to accept delivery where actual notice has occurred shall not exempt the Excluded Person from the Exclusion. The Notice of Exclusion shall contain the following:
- A. The date of the violation, start date of the Exclusion, length of Exclusion, place of Exclusion, and the class of Exclusion;
 - B. Information on the right to an appeal and how to request an appeal; and
 - C. A warning of the consequence for failure to comply.

ARTICLE 16. APPEALS

- 16.1 Timeline and Notice:
- A. The Excluded Person must postmark or send via email a written appeal within 10 calendar days of the effective date of the Notice of Exclusion to appeal the Exclusion. Appeals must be addressed or delivered to: District Office, Attention: Park Stewards, 799 SW Columbia Street Bend, OR 97702 or emailed to exclusions@bendparksandrec.org.
 - B. The Decisionmaker must issue a written decision upholding, overturning or modifying the Exclusion within 30 days of the Decisionmaker's receipt of the written appeal.
 - C. If the appeal contains a request that the Exclusion be stayed pending appeal, the Decisionmaker must issue a response within 10 days of the Decisionmaker's receipt of the written appeal containing the request for the stay.
- 16.2 Content of Request for Appeal: The request for appeal must contain a statement setting forth the reasons that the Exclusion is invalid or otherwise improper, any evidence the appellant believes will be useful to the Decisionmaker in making a decision, a current address, and email or telephone number in order to be notified of the decision, and, if a stay is requested, any reasons the Exclusion should be stayed pending appeal. The appellant may request to participate in the hearing by telephone or by video.
- 16.3 Evidence on Appeal:
- A. On appeal, the Decisionmaker shall consider: if the preponderance of evidence (i.e., more than likely not) shows that the person committed the violation for which the person was excluded; the seriousness of the Rules violation for which the person has been excluded, including whether the conduct rose to criminal conduct; prior incidences of violation; the

impact of the violation on persons and property; any mitigating factors; and any other criteria the Decisionmaker determines to be relevant.

- B. The Decisionmaker may rely upon any evidence that a reasonable person would deem as appropriate, including testimony from the Enforcement Officer who issued the Exclusion, witnesses, and from the Excluded Person. Evidence may be presented in person, via telephone, video, email, or letter at the discretion of the person providing the evidence.
- 16.4 Review of Stay of Exclusion: In reviewing the stay of an Exclusion pending appeal, the Decisionmaker shall consider all of the criteria described in Article 16.3 as well as any reason that the Excluded Person may need to be in a District Property pending appeal.
- 16.5 Appeal Decisionmaker:
- A. Class 1 Exclusions are appealed to the Park Steward Manager, if the Exclusion is issued by an Enforcement Officer other than the Park Steward Manager. In the event the Park Steward Manager issues the Notice of Exclusion, then the appeal shall be heard by the Community Engagement Director.
 - B. Class 2, 3, and 4 Exclusions are appealed to the Exclusion Appeals Panel.
- 16.6 Exclusion Appeal Panel: The Exclusion Appeals Panel shall consist of three District employees who are not Park Stewards, Enforcement Officers, or employees directly employed by the department to which the appeal applies. There shall be one returning member from the most recent appeals panel hearing. The carryover member will serve as the Chair of the Exclusion Appeals Panel and shall write its final decision. In the event that no carryover members are available, the panel shall be comprised of available staff, who shall elect a member from amongst themselves to serve as the Chair. Exclusion Appeals Panel members shall not serve on more than two consecutive appeal panels. The decision of the Exclusion Appeals Panel shall be by a majority vote.
- 16.7 Written Decision: The Decisionmaker shall issue a written decision per the timeline described in Article 16.1. The decision shall either uphold the Exclusion, overturn the Exclusion, or modify the Exclusion by shortening the Exclusion period or limiting the places the Exclusion affects.

ARTICLE 17. INTERPRETATION; SEVERABILITY; CORRECTIONS

All pronouns contained in these Rules and any variations of such pronouns will be deemed to refer to the masculine, feminine, or neutral, singular or plural, as the applicable context may require. The singular includes the plural, and the plural includes the singular. The word “or” is not exclusive. The words “include,” “includes” and “including” are not limiting. Any reference to a particular law, statute, rule, regulation, code or resolution includes the law, statute, rule, regulation, code or resolution now in force or as later amended. The provisions of these Rules are declared to be severable. If any section, subsection, sentence, clause or portion of these Rules is for any reason held invalid, unenforceable or unconstitutional, such invalid, unenforceable or unconstitutional section, subsection, sentence, clause or portion will (a) yield to a construction permitting enforcement these Rules to the maximum extent permitted by applicable law, and (b) not affect the validity, enforceability, or constitutionality of the remaining portions of these Rules. These Rules may be corrected at any time by resolution of the Board to cure editorial or clerical errors, or to comply with applicable law.

BOARD AGENDA COMMUNICATION

| | |
|-------------------------------|---|
| AGENDA DATE: | July 1, 2026 |
| SUBJECT: | SE Bend Regional Park Site Restrictive Covenant |
| STAFF RESOURCE: | Michelle Healy, Executive Director |
| PREVIOUS BOARD ACTION: | Approved Property Purchase, June 20, 2023 |
| ACTION PROPOSED: | Adopt Resolution 2025-12 to approve a restrictive covenant prohibiting residential development on a portion of the SE Bend Regional Park Site |
| STRATEGIC PLAN: | |
| Priority: | Service |
| Goal: | Support the recreational needs of an evolving community through programming, parks, trails and facilities |
| Strategy: | Maintain adopted levels of service targets for parks, trails and facilities |

BACKGROUND

In June of 2023, the board of directors approved the purchase of approximately 452 acres of property in southeast Bend for a future regional park. The SE Regional Park Site is comprised of tax lots 1812230000200 (Tax Lot 200) and 1812230000300 (Tax Lot 300). Tax Lot 200 is approximately 279 acres in size and has two separate zoning designations: 174 acres of Exclusive Farm Use - Tumalo/Redmond/Bend (EFU-TRB) and 105 acres of Surface Mining (SM). In 2024, the district applied to Deschutes County to rezone Tax Lot 200 from EFU-TRB and SM to Rural Residential (RR-10) to facilitate the future development of a regional park.

The Deschutes County Board of Commissioners approved the requested zone change on June 25, 2025. However, Central Oregon Land Watch (COLW) submitted written opposition to the zone change expressing concerns about the potential for future residential development on the property. In response to these concerns, and to avoid appeal of the Board of County Commissioner's decision to the Oregon Land Use Board of Appeals, the district collaborated with COLW on the potential to record a restrictive covenant, prohibiting residential development on the formerly EFU-TRB zoned portion of Tax Lot 200 for twenty years. This action affirms the district's intent and commitment to develop the property as a regional park.

The attached Resolution No. 2025-12 and draft covenant lays out the terms, which include:

1. The restrictive covenant only applies to the 174 acres of Tax Lot 200 formerly zoned EFU-TRB. It does not apply to the area previously zoned SM.

2. It restricts the property to only non-residential uses allowed in the RR-10 zone, except for a caretaker facility.
3. It has a term of 20 years.
4. It is in favor of and enforceable by COLW.
5. The covenant will only become effective upon confirmation that no person or entity filed an appeal of the county's land use decision.

BUDGETARY IMPACT

There is no direct budgetary impact to prohibiting residential uses within the SE Bend Regional Park Site for twenty years, however, an appeal to the Land Use Board of Appeals will require legal representation, estimated to cost a minimum of \$25,000.

STAFF RECOMMENDATION

Staff recommend the Board adopt Resolution No. 2025-12.

MOTION

I move to adopt Resolution No. 2025–12 authorizing the executive director to finalize and execute a restrictive covenant on the formerly Exclusive Farm Use - Tumalo/Redmond/Bend zoned portion of Tax Lot 200 of the SE Bend Regional Park Site per the terms and conditions described in the resolution.

ATTACHMENTS

Resolution 2025-12

BPRD RESOLUTION NO. 2025-12**A RESOLUTION OF THE BEND PARK AND RECREATION DISTRICT BOARD OF DIRECTORS AUTHORIZING THE RECORDING OF A RESTRICTIVE COVENANT FOR SOUTHEAST BEND REGIONAL PARK PROPERTY**

WHEREAS, Bend Park and Recreation District (“District”) is the current owner of Tax Lot 1812230000200 (the “Property”), consisting of approximately 279 acres; and

WHEREAS, District filed applications under Deschutes County Planning File Nos. 247-24-000404-PA and 247-24-000405-ZC (collectively, the “Applications”) for (i) an amendment to the Deschutes County Comprehensive Plan to change the plan designation of the Property from Agricultural (“AG”) and Surface Mining (“SM”) to Rural Residential Exception Area (RREA) and (ii) a corresponding zone change to rezone the Property from Exclusive Farm Use – Tumalo/Redmond/ Bend subzone (“EFU-TRB”) and Surface Mining (“SM”) to Rural Residential (“RR-10”); and

WHEREAS, District filed the Applications to facilitate development of the Property, which is not suitable for farm uses, as a regional park; and

WHEREAS, the Deschutes County Board of County Commissioners adopted Ordinance No. 2025-010 on June 25, 2025, which approved the Applications (the “Land Use Decision”); and

WHEREAS, District desires to record a restrictive covenant on the formerly EFU-TRB zoned portion of the Property to affirm its commitment to developing the Property as a regional park.

NOW, THEREFORE, the Board of Directors hereby resolves as follows:

1. The recitals and findings therein are adopted herein by reference.
2. The Board of Directors approves of imposing a restrictive covenant on the Property in substantially the form attached hereto as Exhibit A. The Board of Directors authorizes the Executive Director to execute and, following expiration of all applicable appeal periods provided no appeals are filed, cause the recording of the restrictive covenant subject to any final edits or amendments that the Executive Director deems appropriate to further the objectives of this Resolution No. 2025-12 (this “Resolution”). Notwithstanding anything herein to the contrary, and for the avoidance of doubt, the restrictive covenant, and Executive Director’s execution thereof, will not be effective if any appeals of the Land Use Decision are filed.
3. If any section, subsection, sentence, clause, and/or portion of this Resolution is for any reason held invalid, unenforceable, and/or unconstitutional, such invalid, unenforceable, and/or unconstitutional section, subsection, sentence, clause, and/or portion will (a) yield to a construction permitting enforcement to the maximum extent permitted by applicable law; and (b) not affect the validity, enforceability, and/or constitutionality of the remaining portion of this Resolution. This Resolution may be corrected by order of the Board of Directors to cure editorial and/or clerical errors.
4. This Resolution shall be effective upon adoption.

[signatures on next page]

ADOPTED by the Board of Directors of the District on this 1st day of July, 2025.

Jodie Schiffman, Board Chair

Attest:

Michelle Healy, Executive Director

EXHIBIT A
Form of Restrictive Covenant

[attached]

AFTER RECORDING RETURN TO:
Bend Park & Recreation District
Attn: Kelsey Schwartz
799 SW Columbia Street
Bend, OR 97702

**BEND PARK & RECREATION DISTRICT
DECLARATION OF RESTRICTIVE COVENANT**

THIS DECLARATION OF RESTRICTIVE COVENANT (this “Declaration”) is entered into effective June 9, 2025, between Bend Park & Recreation District, an Oregon special district (“District”) and Central Oregon LandWatch, an Oregon domestic nonprofit corporation (“COLW”).

RECITALS

- A.** Bend Park and Recreation District (“District”) is the current owner of Tax Lot 1812230000200 (the “Property”), consisting of approximately 279 acres as described in Exhibit A; and
- B.** District filed applications under Deschutes County Planning File Nos. 247-24-000404-PA and 247-24-000405-ZC (collectively, the “Applications”) for (i) an amendment to the Deschutes County Comprehensive Plan to change the plan designation of the Property from Agricultural (“AG”) and Surface Mining (“SM”) to Rural Residential Exception Area (RREA) and (ii) a corresponding zone change to rezone the Property from Exclusive Farm Use – Tumalo/Redmond/ Bend subzone (“EFU-TRB”) and Surface Mining (“SM”) to Rural Residential (“RR-10”); and
- C.** District filed the Applications to facilitate development of the Property as a regional park; and
- D.** The Deschutes County Board of County Commissioners adopted Ordinance No. 2025-010 on June 25, 2025, which approved the Applications (the “Land Use Decision”); and
- E.** District desires to record a restrictive covenant on the formerly EFU-TRB zoned portion of the Property to affirm its commitment to developing the Property as a regional park and to prevent appeals of the land use decision.

AGREEMENT

THEREFORE, the parties agree as follows:

SECTION 1: REPRESENTATIONS, COVENANTS AND WARRANTIES OF DISTRICT CONCERNING USE OF THE PROPERTY. District represents, covenants, warrants and agrees to restrict the use of the Property to only those nonresidential uses allowed in the RR-10 zone (except for caretaker) as listed on Exhibit B.

SECTION 2: COVENANTS TO RUN WITH THE LAND. The representations, covenants, and restrictions granted by District in this Declaration shall be a restrictive covenant and an equitable servitude on the Property in favor of, and enforceable by, COLW. The restrictive covenant and equitable servitude shall run with the Property and be binding upon the District's heirs, executors, administrators, devisees, successors, and assigns, including any purchaser, grantee, or lessee of any portion of the Property, and shall pass to and be binding upon any other person or entity having any right, title, or interest in the Property for the term of this Declaration as set forth herein. After the recording of this Declaration, each and every contract, deed, or other instrument executed to convey or otherwise transfer any interest in the Property shall contain an express provision making such conveyance or transfer subject to this Declaration; provided, however, that failure to include such express provision making such provision in any contract, deed or instrument shall not affect, or be deemed to affect, the continued effectiveness of this Declaration.

SECTION 3: TERM OF DECLARATION. The parties agree that the restrictive covenant created by this Declaration shall become effective upon confirmation that no appeal of the land use decision has been filed by any person or entity, which shall be confirmed in writing by the parties, and shall remain in full force and effect for a period of twenty (20) years from _____, 2025.
[Insert date of confirmation of no appeal.]

SECTION 4: RECORDING. The parties agree that this Declaration will be effective only upon the confirmation that no appeal has been filed and agree that this Declaration, upon its effective date as set forth above, shall be recorded in the Deschutes County Official Records.

SECTION 5: REMEDIES. If District fails to perform or otherwise defaults under this Declaration, and if such default remains uncured for a period of thirty (30) days, COLW, at its option, may take such other action at law or in equity, as may be necessary or desirable for COLW to enforce the covenants, agreements, and obligations of District under this Declaration. The remedies in this Section are in addition to, and shall not exclude, any other remedy available to COLW under applicable law. No waiver or delay in enforcing any provision of this Declaration shall impair, damage, or waive the right of any person entitled to enforce the same, or to obtain relief against or recover for the continuation or repetition of such breach or violation, or any succeeding breach or violation, of such provision at any later time.

SECTION 6: GOVERNING LAW; VENUE. This Declaration shall be governed by, construed, and enforced in accordance with the laws of the State of Oregon, without giving effect to any conflict-of-law principle that would result in the laws of any other jurisdiction governing this Declaration. Venue in any action, suit, or proceeding in connection with this Declaration shall be in any state court of competent jurisdiction located in Deschutes County, Oregon.

SECTION 7: AMENDMENTS. This Declaration may be amended only by a written instrument executed by both parties, or by their successors in interest, and duly recorded in the Deschutes County Official Records.

SECTION 8: SEVERABILITY. If any provision of this Declaration is determined to be invalid, illegal, or unenforceable, the validity, legality, and enforceability of such provision in any other respect, and of the remaining provisions of this Declaration, will not be impaired.

SECTION 9: NO LIMITATIONS ON ACTIONS OF DISTRICT IN EXERCISE OF ITS GOVERNMENTAL POWERS. Nothing in this Declaration is intended, nor shall it be construed, to in any way limit the actions of District in the exercise of its governmental powers. It is the express intention of the parties that District shall retain the full right and ability to exercise its governmental powers with respect to the Property and the transactions contemplated by this Declaration to the same extent as if it were not a party to this Declaration, and in no event shall District have any liability in contract, tort, or any other legal or equitable theory arising under this Declaration by virtue of any exercise of its governmental powers.

SECTION 10: NOTICES. Any notice required by this Declaration shall be made in writing and delivered by personal delivery or first-class mail, postage prepaid, at the addresses specified below, or at such other addresses as may be specified by written notice to District or Granter (as applicable):

To District:

Bend Park & Recreation District
799 SW Columbia Street
Bend, Oregon 97702

To COLW:

[Signatures on following page.]

The parties have executed this Declaration as of the date first above written.

BEND PARK & RECREATION DISTRICT,
an Oregon special district

Michelle Healy, Executive Director

STATE OF OREGON)
) ss.
County of Deschutes)

This instrument was acknowledged before me this ____ day of June, 2025, by Michelle Healy as Executive Director of Bend Park & Recreation District, an Oregon special district.

Notary Public for Oregon
My Commission Expires: _____

CENTRAL OREGON LANDWATCH,
an Oregon domestic nonprofit corporation

Name: _____
Title: _____

STATE OF OREGON)
) ss.
County of Deschutes)

This instrument was acknowledged before me this ____ day of June, 2025, by
_____ as _____ of Central Oregon LandWatch, an Oregon domestic
nonprofit corporation.

Notary Public for Oregon
My Commission Expires: _____

EXHIBIT A
LEGAL DESCRIPTION OF THE PROPERTY

DRAFT

EXHIBIT B
NONRESIDENTIAL USS PERMITTED IN RR-10 ZONE

18.60.020 Uses Permitted Outright

The following uses and their accessory uses are permitted outright.

* * * * *

- B. Utility facilities necessary to serve the area including energy facilities, water supply and treatment and sewage disposal and treatment.
- C. Community center, if shown and approved on the original plan or plat of the development.
- D. Agricultural use as defined in DCC Title 18.
- E. Class I and II road or street project subject to approval as part of a land partition, subdivision or subject to the standards and criteria established by DCC 18.116.230.
- F. Class III road or street project.
- G. Noncommercial horse stables as defined in DCC Title 18, excluding horse events.
- H. Horse events, including associated structures, involving:
 - 1. Fewer than 10 riders;
 - 2. Ten to 25 riders, no more than two times per month on nonconsecutive days; or
 - 3. More than 25 riders, no more than two times per year on nonconsecutive days. Incidental musical programs are not included in this definition. Overnight stays by participants, trainers or spectators in RVs on the premises is not an incident of such horse events.
- I. Operation, maintenance, and piping of existing irrigation systems operated by an Irrigation District except as provided in DCC 18.120.050.

18.60.030 Conditional Uses Permitted

The following uses may be allowed subject to DCC 18.128:

- A. Public park, playground, recreation facility, or community center owned and operated by a government agency or nonprofit community organization.
 - B. Dude ranch.
- * * * * *
- D. Personal use landing strip for airplanes and helicopter pads, including associated hangar, maintenance and service facilities. A personal use landing strip as used in DCC 18.60.030 means an airstrip restricted, except for aircraft emergencies, to use by the owner and, on an infrequent and occasional basis, by invited guests. No aircraft may be based on a personal-use landing strip other than those owned or controlled by the owner of the airstrip. Exceptions to the activities permitted under this definition may be granted through waiver action by the Aeronautics Division in specific instances. A personal-use

landing strip lawfully existing as of September 1, 1975, shall continue to be permitted subject to any applicable regulations of the Aeronautics Division.

- G. Recreation-oriented facility requiring large acreage such as off-road vehicle track or race track, but not including a rodeo grounds.
- H. A disposal site which includes a land disposal site for which the Department of Environmental Quality has granted a permit under ORS 459.245, together with equipment, facilities or buildings necessary for its operation.
- I. Cemetery.
- J. Time-share unit or the creation thereof.
- K. Hydroelectric facility, subject to DCC 18.116.130 and 18.128.260.
- L. Bed and breakfast inn.
- M. Golf course.
- N. Fill or removal within the bed and banks of a stream or river or in a wetland subject to DCC 18.120.050 and 18.128.270.
- O. Religious institutions or assemblies.
- P. Public Uses.
- Q. Semipublic Uses.
- R. Commercial horse stables.
- S. Private or public school, including all buildings essential to the operation of such a school.

* * * * *

- V. Wireless telecommunications facilities, except those facilities meeting the requirements of DCC 18.116.250(A) or (B).
- W. Surface mining of mineral and aggregate resources in conjunction with the operation and maintenance of irrigation systems operated by an Irrigation District, including the excavation and mining for facilities, ponds, reservoirs, and the off-site use, storage, and sale of excavated material.

BOARD AGENDA COMMUNICATION

| | |
|-------------------------------|--|
| AGENDA DATE: | July 1, 2025 |
| SUBJECT: | Executive Director's Annual Evaluation |
| STAFF RESOURCE: | Kathleen Hinman, director of human resources |
| PREVIOUS BOARD ACTION: | None |
| ACTION PROPOSED: | Approve the Executive Director's Annual Evaluation |

BACKGROUND

The Bend Park and Recreation District Board of Directors conducts an annual performance evaluation of the executive director based on six key objectives: leadership, strategic planning, customer focus, workplace culture, best practices and continuous improvement, and financial management. The evaluation also includes a review of annual goals.

On June 3, 2025, the board met in an executive session with the district's human resources director to discuss the executive director's performance and review her submitted goals for the upcoming year. At the June 17, 2025, board meeting, the board formally presented Executive Director Michelle Healy with her evaluation and reviewed the proposed goals for fiscal year 2025–26:

1. Onboard and support the new Recreation Services Director
2. Complete the Compensation and Pay Equity Study
3. Develop an Indoor Recreation Feasibility Plan
4. Conduct the Community Perception Survey
5. Provide the board with information and recommendations to support and inform the community on decision-making for several complex projects.

The board concluded that Michelle exceeded expectations in her first year as executive director. She demonstrated exceptional leadership in transitioning into the role following a long-serving predecessor, while upholding the district's values of integrity, compassion, and humility. Her calm, inclusive leadership style has fostered trust among staff, partners, and the community.

In accordance with her employment agreement, Michelle will receive a 3% merit increase for fiscal year 2025–26, consistent with the district-wide merit increase schedule.

BUDGETARY IMPACT

The executive director's compensation is included in the approved Administrative Services Department's 2025-26 budget.

MOTION

I move to approve the executive director's evaluation for 2024-25, approve the goals for next fiscal year and merit increase in accordance with the employment contract.

ATTACHMENTS

None



District Office Building | 799 SW Columbia | Bend, Oregon



Jodie Schiffman

The BPRD board of directors held a public hearing and first reading of the Park Rules and Regulations Ordinance and approved Athletic Field and Sports Program Guidelines Policy at the June 17 meeting. The board also discussed a maintenance project at the Bend Whitewater Park. A [video recording](#) is available.

Over the past year, district staff has been researching and updating the district's park rules and regulations, last updated in 2018. The district's legal counsel drafted the proposed park rules and regulations to address new issues in parks and to simplify existing language for overall clarity. The rules were compared to the City of Bend Ordinances and State laws that govern various sections of the rules to ensure consistency.

Director Owens made a motion to conduct the first reading of Ordinance No. 14 by title only. Director Schoen seconded. The motion passed unanimously, 5-0. (Schneider, Schoen, Owens, Hovekamp and Schiffman)

Director Schneider made a motion to accept the first reading by title only. Director Owens seconded. The motion passed unanimously, 5-0. (Schneider, Schoen, Owens, Hovekamp and Schiffman)

Athletic Field and Sports Program Guidelines Policy

The board approved the current Athletic Facility and Sports Program Guidelines Policy in 2018. Staff thoroughly reviewed the policy and made several edits to align it with current practices and other related policies. Staff also took the opportunity to revise the section addressing long-term user groups (formerly affiliate organizations) to clarify roles and relationships between the district and potential long-term user groups.

Director Owens made a motion to approve the Athletic Facility and Sports Guidelines Policy dated June 17, 2025. Director Schoen seconded. The motion passed unanimously, 5-0. (Schneider, Schoen, Owens, Hovekamp and Schiffman)

Bend Whitewater Park

The Bend Whitewater Park (BWP) is nearing 10 years of operation, and the river remains the most dynamic environment within district boundaries. "Taking care of what we have" is a high priority of the community and the district and is an objective included in the district's Strategic Plan. Over the years, the district has seen erosion and scour in the park and because of this, the Bend Whitewater Park Maintenance Project was added to the district's Capital Improvement Plan in 2023.

With the upcoming [Deschutes River Habitat Conservation Plan](#) taking effect in 2028, there will be considerably more water flows in what was formerly low-flow season when working conditions were more favorable and for what the Bend Whitewater Park was designed to function.

In January 2024, the district hired a team consisting of Recreation Engineering & Planning (REP) – Prime consultant and original whitewater feasibility consultants, ESA – aquatic biology and permitting specialists and BECON – survey and mapping firm to complete a conditions assessment for the whitewater park.

REP presented staff with the initial Bend Whitewater Park Condition Assessment Report, which catalogued structural and hydraulic issues across all three channels and the 26 pneumatic gates. The team completed a second topographic and bathymetric survey to check the one-year progression of scour, undercutting and island stability identified in the initial survey and added the results to a Condition Assessment Report.

The "Rough Order of Magnitude" estimated construction cost ranges for a maintenance project are as follows:

- Minimum Recommended Actions: \$4.9M to \$9.1M
- All Recommended Actions: \$6.6M to \$12.2M

Next steps include joint coordination meeting with the permitting agencies to get a better understanding of the regulatory framework for future repairs to the park. REP will also continue to progress conceptual designs this summer to further inform decision making, permitting, constructability requirements and overall costs.

Employee acknowledgements

Char Schulz was honored for her 35+ years as an employee at BPRD, starting as a computer skills instructor who then started teaching fitness classes and served in other roles for the district, including in community relations and events.

The board was also introduced to Jase Newton, the new recreation services director, who joins BPRD from Willamalane Park and Recreation District in Springfield. He succeeds Matt Mercer who is retiring on July 1.

CAPRA

The board received staff information about the district's current efforts in the reaccreditation process with the Commission for Accreditation of Park and Recreation Agencies (CAPRA). BPRD has been accredited since 2015. CAPRA accreditation is a thorough evaluation, setting qualitative standards that assess all aspects of a park and recreation agency's operations.

BPRD is one of only 10 agencies nationally invited to beta test CAPRA's revised standards. This is the most significant update to the program since its launch in 1993, aiming to streamline the process, reduce redundancies, and better integrate core values such as diversity, equity, inclusion, and environmental sustainability. A CAPRA Review Team (CRT) will conduct an on-site visit in July. During their visit, the CRT will tour district facilities and meet with key staff to validate our report and assess how CAPRA standards are embedded in operations and planning efforts.

The next board meeting is July 1.



PLANNING & DEVELOPMENT PROJECT UPDATES July 2025

COMMUNITY AND REGIONAL PARK PROJECTS



Pine Nursery Park Phase 5: The project has been advertised for bid and the bids are due July 10, 2025. It is anticipated the construction contract will be brought to the board for approval at the first meeting in August.

This project will construct the final features identified in the approved development plan for this highly used community park. Project work includes athletic field lighting, artificial turf infields, pickleball courts, new trail connectivity, ADA access improvements, off-leash dog area improvements, maintenance area improvements, landscaping and irrigation. Budget permitting, the project may also include full-court basketball, pickleball court lighting and pedestrian trail lighting.

<https://www.bendparksandrec.org/project/pine-nursery-park-phase-5/>



Sawyer Park Upgrades: The draft memorandum of agreement (MOA) is in the process of being finalized and prepared for signature. Once the MOA is signed, the agreement for the Land and Water Conservation Fund (LWCF) grant can be completed and the project advertised for bid.

Decades of use and increased visitors to the park created the need for an improved entrance and parking lot. The plans include relocating the parking area closer to O.B. Riley Road, adding accessible parking, habitat restoration, improving trail accessibility, and the addition of a permanent restroom, picnic shelter and river overlook. This project is funded in part by grants from the Land and Water Conservation Fund and the Local Government Grant Program.

<https://www.bendparksandrec.org/project/sawyerparkupgrades/>

NEIGHBORHOOD PARK PROJECTS



Manzanita Ridge: Site grading and irrigation continue, and concrete work and pathway construction are ongoing throughout the site. The park is expected to be completed this fall.

This property will provide a new neighborhood park for surrounding residents in Shevlin West. The preferred concept design includes open lawn, picnic facilities, a shade shelter, play areas, soft surface and paved trails, benches, bike parking, and ADA designated street parking. A trailhead for the Manzanita Trail is also located in the park.

<https://www.bendparksandrec.org/project/shevlin-west/>

TRAIL PROJECTS



North Unit Canal Trail – Phase 1: The crossing improvements at Brinson Road are complete. The district has acquired two of the three necessary trail easements to complete the easement acquisitions between Canal Row Park and Deschutes Market Road and is in active negotiation with the third landowner.

This trail in northeast Bend is planned to be a 10-foot-wide multi-use trail with a primarily compacted gravel surface, similar to other canal trails in Bend, while some portions will have asphalt surface. Phase 1 includes the development of the trail between Canal Row Park and the future extension of Yeoman Road, which will also provide access to Pine Nursery Park. The segment of the trail that passes through the new Pahlisch Homes Petrosa subdivision will be transferred to BPRD for management upon completion and will offer connections to interior trails for Fieldstone Park.

<https://www.bendparksandrec.org/project/northunitcanaltrail/>



Riverfront Street Deschutes River Trail Improvements: After receiving strong support from the public and BPRD, the City of Bend decided to proceed with the one-way design concept of Riverfront Street. The project will now enter the design phase, which will refine the one-way preliminary design for construction-ready design documents. Funding for construction has still not been identified, so a further timeline cannot be provided at this time.

Riverfront Street, between Galveston Avenue at Drake Park, to Miller’s Landing Park, is a local street with a sidewalk that has functioned as the DRT for many years. It is one of the last remaining “gaps” along the trail through downtown Bend. In 2023, BPRD and the city signed an intergovernmental agreement as a joint effort led by the City of Bend and supported by BPRD. The renewed project will seek to improve conditions for trail users as well as replace the street and other public infrastructure as needed. <https://www.bendparksandrec.org/project/deschutes-river-trail-riverfront/>



Manzanita Trail: The district acquired a 3.44-acre piece of property and the final easements necessary to complete the trail between Discovery Park and Shevlin Park. Construction on the final trail segments is underway and is expected to be completed this summer.

COMMUNITY/REGIONAL PROJECTS



Miller's Landing Park River Access Project: The two access points and DRT running through the park are, or will be very soon, open for public use. This project marks a huge milestone in providing access for park users regardless of their ability and would not have been possible without the support of partners, funders and the BPRD family.

After opening in 2014, the access points no longer serve the population as intended. The new design improves river access for boaters and river users with mobility restrictions by redeveloping the boardwalk, and the access point at the north end of the park will be improved for swimming, wading and slower-current water recreation. The preferred concept design was completed and approved under the 2023 McKay, Miller's, and Columbia Park River Access and Restoration project. Funding for the construction of this project includes grant funds from the Bend Sustainability Fund, the Oregon State Marine Board Waterway Access Grant Program, Oregon's Local Government Grant Program, and a donation from the Joseph & Elizabeth Hoffart Charitable Foundation. <https://www.bendparksandrec.org/project/millers-landing-river-access-project/>



Art Station: The project is out to bid with bids due July 24, 2025. It is anticipated that the contract award will come before the board at the second meeting in August.

This new facility will be built adjacent to the basketball court at Larkspur Park. It will have an entry space, three classrooms, office space, and restrooms. The surrounding natural space and trails will be a beneficial asset to the Art Station for inspiration and space to create, while preserving the landscape and trail experience to the fullest extent possible.

<https://www.bendparksandrec.org/project/art-station/>



Bend White Water Park Maintenance and McKay Park River Access Project: After updating the board of directors about the project at the June 17 meeting, staff continues to coordinate with regulatory agencies, staff and the consultant on the next steps, which will include beginning conceptual designs.

Completed in 2016, the Whitewater Park is due for review and maintenance. The first phase of this project will use survey and engineering analysis to compare the current functions of the park with the original design intent. Once the reports are complete, the district will determine a scope of work for a project to update and improve the whitewater park features. The project also includes improving river access for all users at McKay Park. The preferred concept design was completed and approved in 2023 under the McKay, Miller's, and Columbia Park River Access and Restoration project.

<https://www.bendparksandrec.org/project/bend-whitewater-park-maintenance-and-mckay-park-access/>



Columbia Park River Access Project: Staff presented before the City Planning Commission at the WOZ hearing in early June and were given unanimous approval. Other permit applications at both the state and federal level continue to work their way through the process, while cultural and historical analysis of the park site continue, including coordination with local, state, federal and tribal representatives. The anticipated start date for construction remains this winter of 2025/2026, but recent permitting delays may delay construction by a year.

The preferred concept design includes bank improvements to enhance the natural area within this reach of river frontage. Also included is a small, hardened access point for river users to enter and exit the river, or to sit and relax by the water. This project was prioritized from the 2018 Deschutes River Access and Habitat Restoration Plan, and the preferred concept design was completed under the 2023 McKay, Miller's, and Columbia Park River Access project.



Southeast Bend Regional Park Site: The first reading of the ordinance approving the zone change was approved unanimously by the Board of County Commissioners on June 11, 2025. The second reading is June 25, which is then followed by a 21-day appeal period.

Purchased in 2023, this large property of approximately 450 acres was acquired for future community park needs as the city expands in the southeast area.

ASSET MANAGEMENT PROJECTS



Park Services Complex: Permit applications were submitted in June 2025, and construction documents are in progress and anticipated to be complete by the end of summer. The reappraisal of the property will be conducted this month.

The district has executed a purchase and sale agreement (PSA) with the City of Bend for the purchase of their existing utility shop on Boyd Acres Road to become the new Park Services site. This PSA allows the city to occupy the facility until their new facility is complete, which is anticipated at the end of 2025. The district is developing a design for tenant improvements to be constructed once the district takes ownership of the property.



Hollinshead Park ADA and Preferred Concept Design: With designs nearing completion, staff will begin analyzing different funding opportunities for installation of the upgrades at Hollinshead Park. Construction is slated to begin mid-2027.

Knowing the importance of this historic property, community members and BPRD staff worked together in 2010 to develop a preferred concept plan for the future of the property. Improvements for the park include a new permanent restroom, ADA-compliant pathways, renovation of the parking area, enclosing the off-leash area, a “history walk” with interpretive signs in collaboration with the Deschutes Historical Society, and a maintenance report to preserve the park’s structures.

<https://www.bendparksandrec.org/project/hollinshead-park/>



Sylvan Park Playground Renovation: Playground concepts are being developed and will be presented to the neighborhood soon during the second round of outreach. Once that input is received, final design drawings will be completed. Construction is estimated to be complete by 2026.

The small wood-based playground was built in 1993, no longer serving the needs of the neighborhood. The district will replace the playground and surfacing and create an accessible route to the playground from the parking area.

<https://www.bendparksandrec.org/project/sylvan-park-playground-renovation/>



Old Bend Gym Wall Renovation: Permit applications were submitted in June 2025. Construction documents are in progress and anticipated to be complete by the end of summer.

The Old Bend Gym is a historic building on the National Register of Historic Places. The building is owned by BPRD, operated by the Boys & Girls Club on property owned by the Bend-La Pine School District. The entry to the building from NW Wall Street utilizes an exterior staircase for access to the second floor. The structural wall supporting the staircase is failing and needs to be replaced.

OTHER PROJECTS AND FUTURE DEVELOPMENT

Park Search Area Planning: District planners regularly work with local developers or private property owners to acquire property for new parks and trails in district Park Search Areas as defined by the 2018 Comprehensive Plan: 2024 Midterm Update.

- No updates at this time.

Discovery Park Art Corridor: After the district approved the installation of up to four art pieces along the Outback Trail in Discovery Park, Brooks Resources received a \$100,000 grant from Visit Bend's Sustainability Fund for the installation of three art pieces; two sculptures and a community labyrinth. The labyrinth has been completed, with the other two sculptures expected to be installed in 2025.

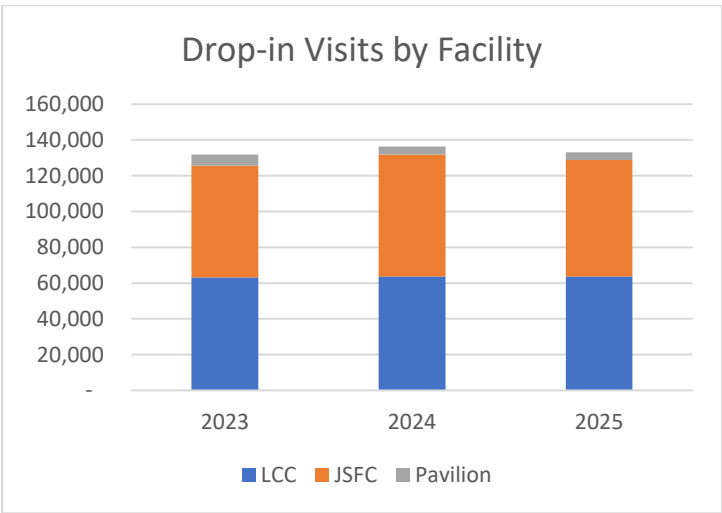
SDC Waivers for Affordable Housing: Park SDC waivers for 637 units have been approved through coordination with the City of Bend's Affordable Housing Committee at a cost to the district of about \$4.14 million in waived SDC fees. The board approved an additional 150 waivers for 2025 and 2026, none of which have been used yet. Staff and legal counsel have completed the necessary deed restriction documents for 19 of the developments, totaling 477 units. In addition, BPRD has approved SDC waivers for three temporary shelter projects, totaling 32 units.

Diversity, Equity and Inclusion (DEI) Initiative: BPRD was a sponsor for the [Better Together 10-Year Anniversary & Vision Summit](#), with several staff attending the event.

Recreation Department Seasonal Report – Spring 2025

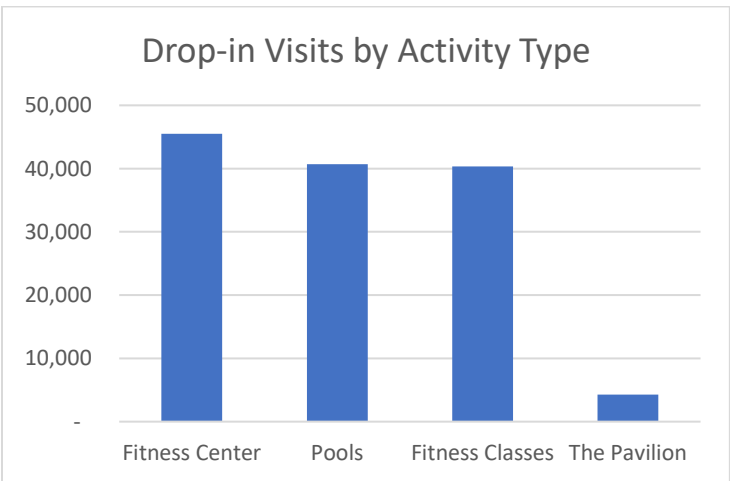
The Recreation Reports provide a summary of the Recreation Department’s performance over the previous season. The Spring season report covers the period March 31 through the end of the school year on June 11. This year’s spring season was seven days shorter than last year due to the extension of the school year in 2024 due to weather related closures.

The shorter season resulted in a small decrease in overall visits to recreation centers while registration programs saw a modest increase in visits of 3.4%. Demand overall continues to be strong, although a combination of capacity limitations and softening demand in some areas has contributed to slower growth than the previous several years.



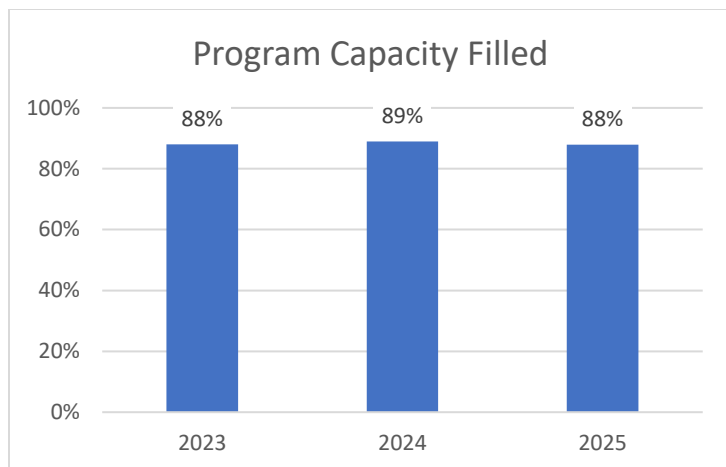
Total drop-in visits to facilities decreased 2% over last year due to the week shorter spring season this year. Juniper visits were down 4% while Larkspur and The Pavilion visits more or less even with last year.

Drop-in visits include passholder and single-visit users at recreation facilities. It does not show visits for registered programs (such as swim and skate lessons), facility rentals and competitive user groups.



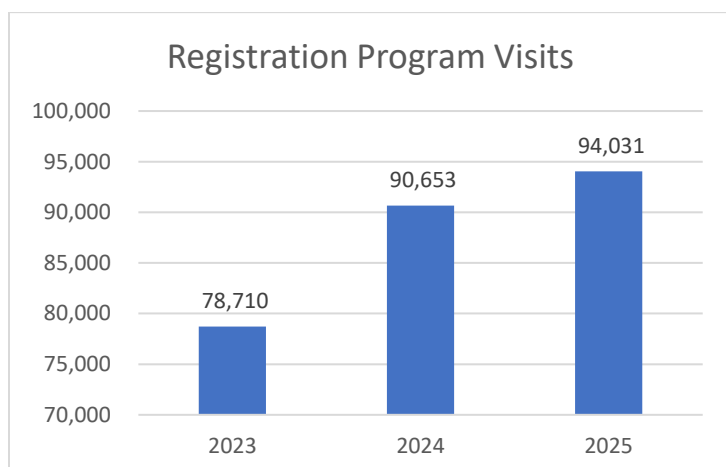
Fitness Center, Fitness Class and Pavilion visits were the similar to last year while drop-in pool visits were down 8%, again due to the week shorter season.

The primary purpose for a visit is selected by the user at time of entry. While some people participate in more than one activity in a single visit, they are only counted under their primary purpose. Water exercise classes are shown under Fitness Classes and not Pools. Pool visits also do not include swim lessons and competitive team use.



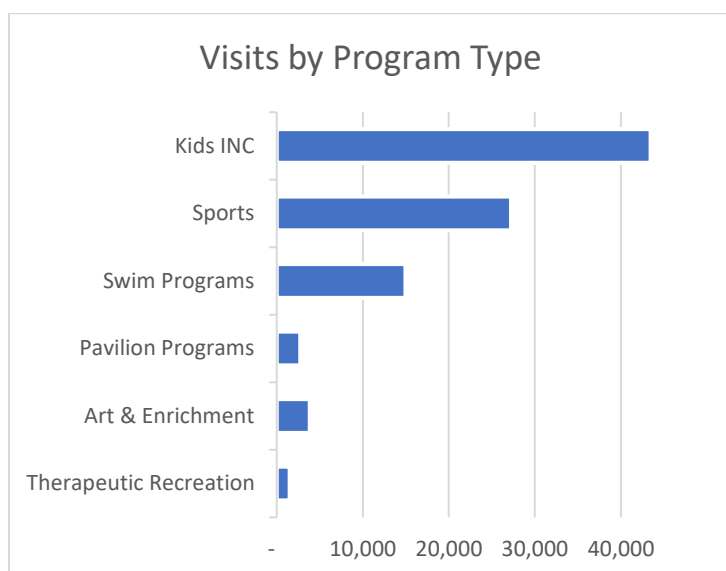
The percent of capacity filled in registered programs continue to trend slightly lower. This is due to additional capacity being added to programs and leveling off of demand in some cases.

Program capacity is the % of all available spots filled in registered recreation programs except Kids Inc..



Program visits increased 3.4% over last spring despite the week shorter season. Kids Inc visits were the same as last year, however, other registration programs increased nearly 6%.

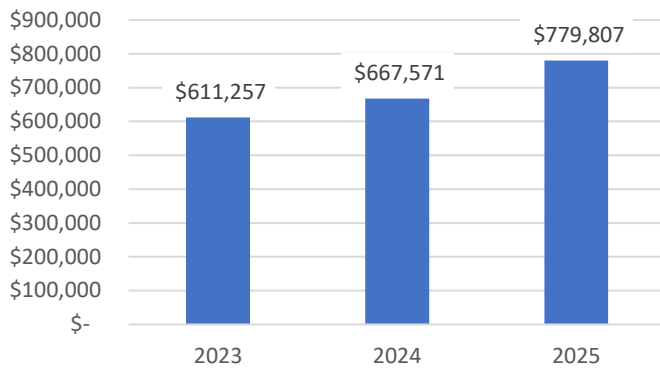
Program visits show the number of participant visits to registered programs considering both the number of people registered and the number of times a program meets.



Kids Inc accounted for the most program visits as is normally the case in the winter and spring seasons. Therapeutic Rec, Art & Enrichment and Sports programs all had gains over last spring while Kids Inc and Swim Programs were about the same as last year.

Program visits show the number of participant visits to registered programs considering both the number of people registered and the number of times a program meets.

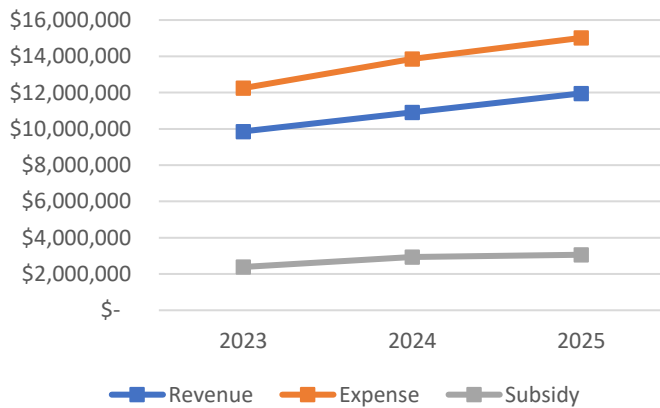
Scholarship Usage - YTD



Scholarship use continues to trend significantly above last year's level and this year's budget. Recent changes to the scholarship program are currently being implemented and should begin to slow this trend with the new fiscal year.

Scholarship use shows the year-to-date amount of scholarship support provided.

Financial Summary - YTD



Revenue is up 9.6% over last year while expenses are up 8.4% with both running slightly under budget. The resulting tax subsidy, while higher than last year, is estimated to be over half-million dollars under budget.

Year-to-date revenue and expenses for the Recreation Department with the resulting tax subsidy.

Board Calendar 2025-2026

**This working calendar of goals/projects is intended as a guide for the board and subject to change.*

JULY 15

4 pm EXECUTIVE SESSION

STAFF RECOGNITION

- CPRP STAFF RECOGNITION

STAFF INTRODUCTIONS

Shannon Gilman

- Leigh Anne Dennis

WORK SESSION

- Goose Program Update – *Zara Hickman and Rob Fox (30 min)*
- Larkspur Parking Recommendation – *Brian Hudspeth (15 min)*

BUSINESS SESSION

AUGUST 5

Miller's Landing Dedication Event 3 pm

EXECUTIVE SESSION

WORK SESSION

CONSENT

- NUID Miles Fox Property Acquisition – *Henry Stroud*

BUSINESS SESSION

- Award Construction Contract for Pine Nursery Phase 5 – *Bronwen Mastro/Jason Powell (15 min)*

AUGUST 19

WORK SESSION

BUSINESS SESSION

- Award Construction Contract for Art Station – *Jason Powell and Brian Hudspeth (25 min)*

Future Topics

Website Update/Data Sharing – *Julie Brown*

IGA with NUID for canal trail – *Henry Stroud*

Approve SE Neighborhood Park Purchase and Sale Agreement – *Henry Stroud (20 min)*

DEI Update – *Bronwen Mastro*

Park Services Report: Hard surface Program – *Andy Sommerville and Jason Monaghan (15 min)*